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ABSTRACT

In this Congressional hearing witnesses explored the roles of government, private agencies, the media, public education, business, and labor in contributing to the further enhancement of the role of women in the economic development of the Third World. Government witnesses were M. Peter McPherson, Agency for International Development and Nancy Clark Reynolds, U.N. Commission on the Status of Women. Current initiatives of the Agency for International Development were inserted for the record. Private group witnesses were Vivian Lowery Derryck, Coalition on Women in Development and National Council of Negro Women; David L. Guyer, American Council of Voluntary Agencies for Foreign Service and Save the Children, Inc.; Patricia Hutar, U.S. Committee for the U.N. Fund for Women; C. Payne Lucas, Africare; and Elise Fiber Smith, Overseas Education Fund. Witnesses for media and public education were Susan Catania, former Illinois State Representative and former Chairwoman, Illinois Women's Year Conference; and Jane Knowles, Association for Women in Development. Business and labor witnesses were Lee H. Bloom, U.S. Council for International Business; Sam Haddad, American Institute for Free Labor Development, AFL-CIO; and Michaela L. Walsh, Women's World Banking. Additional statements were made by representatives from national and international organizations and from universities in the United States. (RM)

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WOMEN IN DEVELOPMENT: LOOKING TO THE FUTURE

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HEARING

BEFORE THE

COMMITTEE ON FOREIGN RELATIONS
UNITED STATES SENATE

NINETY-EIGHTH CONGRESS

SECOND SESSION

JUNE 7, 1984

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BACKGROUND FOR HEARING: "WOMEN IN DEVELOPMENT: LOOKING TO THE FUTURE"

It has been approximately 10 years since the U.N. Decade for Women began and since Senator Percy first sponsored legislation on women in development. This hearing will review the experience of the last decade, and will examine what needs to be done in the future. Witnesses will explore the roles of Government, private agencies, the media, public education, business, and labor in contributing to the further enhancement of the role of women in economic development overseas.

The concept of women in development [WID] as an element crucial to an overall economic development strategy in Third World countries gained acceptance in the early seventies. It was the result of a growing awareness that designers of development programs were often overlooking or misunderstanding women's productive roles—that is, as producers of goods and services for family and community. Some development experts were at that time beginning to argue that not including women had become counterproductive to the entire development process.

A large body of research on the role of women in development has since been compiled, beginning with "Women's Role in Economic Development" by Esther Boserup, published in the United States in 1970. It described the changes in the traditional division of labor between the sexes brought on by agricultural modernization and rural to urban migration, and warned that, if, in the course of this transition, women were no longer able to perform productive functions, the whole process of economic growth would be retarded. This observation was based on the fact that, in most developing countries, women have shared the role of breadwinner in addition to maintaining the home and caring for children. Moreover, studies have shown that it is often from women's income, not men's, that the basic survival needs of the family—food, health care, education, and so forth—are met. To the extent that females are adversely affected by development efforts which do not take this reality into account, the quality of life for family and community will also be worsened.

Two basic issues have emerged from research efforts:

One, the social or equity issue, which derives from women's status relative to men. It stresses the need for development planners to take into account the ways in which modernization may negatively affect the status of females in society.

Two, the economic or efficiency issue, which focuses on the role of women as agents of economic growth. It stresses the need to increase women's incomes and promote their access to resources which enhance production as a means of achieving overall national economic growth. For example, AID's Policy Paper on Women in Development (October 1982) points out that in Africa women perform 60–80 percent of

all agricultural work, but they rarely benefit in any systematic way from aid projects designed to improve training, extension, research, technology, or inputs. The paper concludes that "efforts to improve access to resources and thereby to increase productivity in the agriculture sector will need to be better directed to the female population if goals for growth are to be achieved."

THE PERCY AMENDMENT AND AID'S OFFICE OF WOMEN IN DEVELOPMENT

In 1973 Congress adopted an amendment sponsored by Senator Percy to the Foreign Assistance Act, which required that U.S. bilateral assistance programs "give particular attention to those programs, projects, and activities which tend to integrate women into the national economies of foreign countries, thus improving their status and assisting the total development effort." By late 1974 a policy implementation plan had been issued and the Coordinator for Women in Development had established an operation in the AID Administrator's office. Since 1977, the Office of Women in Development has been in AID's Bureau for Program and Policy Coordination.

During the earlier years of the Office of Women in Development, the modest budget was spent primarily for outward-looking activities such as studies, conferences, seminars, support of WID activities at international forums, and publication and distribution of WID materials. A small amount went for technical assistance to AID missions, a study of options for staff training, the gathering of gender-specific census data in Third World countries, and occasional experimental projects benefiting women.

In 1981 the emphasis shifted from an outreach education effort and women-specific projects to one of fully integrating WID concerns into mainstream AID activities by working with other parts of the AID bureaucracy in the design, implementation, and evaluation of projects, and by providing training and technical assistance to AID officers in Washington and in overseas missions.

In October 1982 AID issued a Policy Paper on Women in Development, which calls on AID to "provide leadership" in helping to realize the goal of further intergrating women into mainstream development activities. The rationale for support of WID is urged on the basis of efficiency:

> • • • gender roles constitute a key variable in the socio-economic conditions of any country—one that can be decisive in the success or failure of developments • • •. The experience of the past 10 years tells us that the key issue underlying the women in development concept is ultimately an economic one.

OTHER WOMEN IN DEVELOPMENT ACTIVITIES

By the late seventies, most developing countries and international development agencies had adopted some kind of women in development program. At the January 1974 meeting of the U.N. Commission on the Status of Women, the proposal for a worldwide conference was adopted. Subsequently, 1975 was declared International Women's Year. At the International Women's Year Conference in Mexico City in July 1975, a small Voluntary Fund for women's projects was estab-

lished and a World Plan of Action for the Decade for Women was adopted. The United States has contributed $500,000 annually to promote the Fund and to support women in development projects on a multilateral basis. The U.N. Decade for Women (1975–1985) has focused international attention on women's issues and has encouraged specific national measures for women in many countries. A number of regional U.N. organizations and U.N. agencies have adopted their own plans of action relating to the goals of the Decade for Women. An international women's conference is planned for 1985 in Nairobi to explore ways to promote women in development, building on the experience gained during the Decade for Women.

WOMEN IN DEVELOPMENT: LOOKING TO THE FUTURE

THURSDAY, JUNE 7, 1984

UNITED STATES SENATE,
COMMITTEE ON FOREIGN RELATIONS,
Washington, DC.

The committee met, pursuant to notice, at 10:07 a.m., in room SD–419, Dirksen Senate Office Building, Hon. Charles H. Percy (chairman of the committee) presiding.

Present: Senators Percy and Biden.

The CHAIRMAN. I am very pleased to open this first Senate hearing ever held on a topic which is very near and dear to my heart, "women in development" [WID].

I would like to recognize the presence in our audience today of a delegation from the Argentine Business and Professional Women's Association. We are pleased to have you here. I am particularly pleased that the President of Argentina has recently stated that women have done more to bring about the democratic environment in Argentina than any other group. He paid high tribute to them. We pay great tribute to those representatives of Argentina who are here today.

I first became interested in the topic of women in development in 1973, when a number of development experts came to me to point out that U.S. development efforts were not including women effectively.

I had had a longstanding interest in economic development as a result of my wife's intense interest in the Third World which she shared with me as we began traveling through it some 34 years ago. I have grown in experience and enthusiasm ever since. I have seen members of my own family take a very active interest role in the subject of women's role in economic development, which I think can and will unleash tremendous resources.

I am very happy to note, if I may, that my wife and my daughter Gail are entering the room right now. It is a very infrequent occurrence for them to be in this room. It is the subject matter that brought them in, not the chairman.

After our initial work in the field we introduced an amendment to the foreign aid bill. I worded the amendment in a very simple fashion and called on AID to integrate women into its development programs.

We introduced the amendment on the floor before we had held any hearings on it. When the amendment got to conference, however, it was in trouble and was almost dropped. Male chauvinism raised its ugly head and asked what this was all about.

I cannot help but say that it would have been dropped except for one thing. We alerted many organizations to the fact that the amendment was in jeopardy. A spontaneous lobbying effort sprung up overnight. That conference committee never knew what hit it. The amendment was adopted virtually unanimously.

The idea, which had been declared unworkable, as likely to create a revolution, proved workable and did create a revolution of sorts. Today, those views of only 10 years ago seem like ancient history to us.

It goes without saying that, to succeed, economic development must include the other 50 percent of the human resources available. When in Africa women do 60 to 80 percent of the farm work, agricultural development programs that include women will be more effective. It is only commonsense.

International development agencies have adopted the concept, in some part due to American suggestions made after we in the Congress adopted an amendment in 1974, calling on multilateral agencies to hire more women professionals and integrate women into their own economic development programs. We have come a long way—in our research, in our thinking, and in our programs as well.

I called this hearing because I think it is time that we take stock of what we have done and renew our energy for future work.

Last fall, the Association for Women in Development convened a conference here in Washington which discussed in detail some of the excellent research that has been done in the field.

Today, we do not want to duplicate that excellent effort. Instead, we want to gather ideas from a broad spectrum of people who may have unique perspectives on the problems and possibilities for the future. We will want to discuss bilateral and multilateral development efforts, the upcoming Women's Conference in Nairobi in 1985, the work and ideas generated by private groups, the role of the media and the need for public education, and contributions both business and labor are making to the overall effort.

Those are some of the areas we would like to cover.

As I think of it, also, if anyone who is testifying, such as Mr. McPherson, can update us on one of the major problems that I saw 10 years ago, we would appreciate it. At that time, about 92 percent of all fellowships and scholarships for foreigners offered by AID went to men and only 8 percent went to women. You could not help but think that through our aid money and assistance, we were continuing to widen the gap between and women and their educational experiences and backgrounds.

The first country where I tested this out, 1 year after adoption of this amendment, was in North Africa. When I arrived in a North African country, the AID Director said, "I know, Senator Percy, the first question you are going to ask, and let me say we will have close to 50 percent women in our Outreach Program going to the United States for their fellowship advanced degree work this year." It is up dramatically from before. All we had to do was indicate that we would accept women as well as men, and women applied and wanted to participate in these programs.

We will first hear from Peter McPherson, Administrator of AID, and Nancy Reynolds, who is the U.S. Representative to the U.N. Commission on the Status of Women.

At 11:00 a.m., we will turn to our private group witnesses. We will adjourn for lunch and will reconvene at 2:00 p.m., to hear from our media and public education witnesses, and at 3:00 pm., we will turn to our business and labor panel. We hope to adjourn no later than 4:00 p.m.

Before we get started, however, I would like to introduce a few members of the staff of the Senate Foreign Relations Committee, persons who work on related legislation and our regional experts in areas where we have extensive development interests.

I would like first to introduce Scott Cohen, our Staff Director, who has worked on this program with me since its inception. He has worked with me for some 20 years, now

Hans Binnendijk is our Deputy Staff Director, with special responsibility for coordinating the foreign aid legislation, under whose jurisdiction this directly comes.

Is Dave Keaney here? I see that he is not here but I would like to mention him, however. He is responsible for authorization legislation for the State Department, the Board for International Broadcasting, USIA, and the United Nations assessed contributions.

Alison Rosenberg is our expert on Africa. She also works on development assistance legislation in general.

Margaret Daly Hayes is our Latin American specialist and has responsibility for much of the Western Hemisphere.

Graeme Bannerman is our Middle East expert, and works on foreign affairs legislation.

Mary Locke is our Asian specialist, and has been involved with women in development since her days on the staff of the League of Women Voters.

We on the committee hope to integrate the ideas generated by this hearing as much as possible into our ongoing legislative work.

Mr. McPherson, after my filibuster, we would be very happy to have you commence your testimony.

STATEMENT OF HON. M. PETER McPHERSON, ADMINISTRATOR, AGENCY FOR INTERNATIONAL DEVELOPMENT

Mr. McPHERSON. Thank you, Mr. Chairman.

I very much appreciate the opportunity to discuss this important topic before you. I might say, incidentally, that I am pleased to have you introduce your staff because they are a group of individuals with whom we feel we work particularly productively. They help us on so many fronts, and we appreciate having them publicly recognized.

The CHAIRMAN. Thank you.

May I mention, also, Gerry Connolly, who is the development expert on the minority staff.

Gerry, you are holding the fort alone here this morning, for the minority, we appreciate that.

Mr. McPHERSON. The issue of women in development, as you know, has been a priority one for me. Senator, we are well aware that without your effort to get this legislation passed, and the priority you have given it over the years, this endeavor simply would not be where it is today.

You certainly are to be congratulated and we appreciate working with you.

Let me give you a review of where we are, if I might, for a few moments

Over the past 3½ years, AID has made critical and, we think, successful efforts to integrate women into all of our development programs. We have some important achievements over the past years. Let me tell you about them.

First, we have authored the first women in development policy paper This paper details how women will be integrated into all of the Agency's programs and projects, and it gives us a benchmark to measure our progress.

I found, frankly, Mr. Chairman, that without a good, strong policy paper, I simply did not get enough things done at AID. So this policy paper was a very important step.

Second, we provide technical assistance to missions and AID offices and bureaus to help accomplish these goals. For example, in the past few years the WID staff has provided technical assistance to over 20 USAID missions for portfolio review, project design, and evaluation. Getting into projects at these levels, of course, is the meat of making this thing really work.

There have been more than 50 technical assistance interventions at over 30 missions using PVO's [private voluntary organizations], title XII universities, and other development institutions.

Third, within the last year, we have trained 45 senior level AID personnel on women in development issues, using the Harvard Institute for International Development's training workshops. We believe the only way that your amendment can be institutionalized properly is to train our own people to identify how women are critical to the development process. We are planning to continue these training programs both here in Washington and out in the field.

I think this training effort is especially important because, as I say, without really getting it institutionalized, all the talk just does not produce the results we want.

Fourth, the WID Office has funded a 5-year research project that provides gender disaggregated, demographic data, and analysis for 120 developing countries. No other such effort exists, and we think this will be a major contribution.

Fifth, in the past 3 years, the Office of Women in Development has spent over $7 million to support projects that specifically benefit women. These projects addressed: Increased employment in the private sector; management training; education and skills training; credit and technical assistance; agricultural development; and technology transfer. But the overall thrust has been to integrate.

When I went to AID, frankly, I found that a lot of WID projects were all around, but not really into the substance of what we do. It was sort of an outside, peripheral activity, though certainly well-intentioned. So, integration has been our thrust. But there are certainly some key areas, such as training, credit and so on where some specific women-focused efforts need to continue. So, integration has been complemented with these particular interventions.

Sixth, for the last 3-year period, fiscal years 1980, 1981, and 1982, the Agency spent over $120 million to support programs which in-

cluded women in larger, on-going Agency projects. We anticipate this figure increasing in 1983 and 1984. We will provide specific information for you in the 1984 biennial Report to Congress, due this December.

As you know, we strongly support the language of the Percy amendment. In response to this language, as I said earlier, I am especially proud of the policy paper, as well as the general thrust of what we are doing.

Effective implementation of AID's Women in Development policy depends on integration throughout the Agency. This effort cannot be overemphasized. This is being accomplished by: First, disaggregating by sex all data collected for AID's country strategy, projects, and other efforts; second, explicitly describing in these same project documents and other such documents specific strategies to include women in the development effort; third, introducing gender distinctions in the terminology employed in all AID program and project documents in order to define more precisely the socioeconomic context and impact of AID's work.

I know, and I continue to emphasize, that the overall responsibility for implementing the Women in Development policy rests with all of AID's offices, at all levels of decisionmaking.

I would like to provide for the record some detailed explanations of our current initiatives.

[The material referred to follows:]

AID CURRENT INITIATIVES

Implementation of any policy is a most difficult and challenging process. However, we are using two approaches:

The first approach addresses the mechanisms the Agency uses to develop and implement its policies.

The second approach concerns AID support for projects that are designed to directly benefit women.

Let me discuss our first approach to institutionalize the women in development policy.

First, the Women in Development Office, reviews Country Development Strategy Statements (CDSSs) to ensure that they: Describe strategies to involve women; identify benefits and impediments to women; and provide benchmarks to measure women's participation.

Second, we continue to stress the importance of identifying women's concerns at the project design stage.

For example, in a project that seeks to raise the productivity of small farmers, we stress the role of women in all stages of the agricultural production cycle—including harvesting, processing and marketing.

A third initiative is the provision of tools and information to AID senior staff regarding women and development issues.

As mentioned earlier, AID is supporting a series of training workshops for AID senior staff. The participants review and discuss case studies of actual AID field projects in sectors of special importance to women and development: agriculture, income generation, irrigation and small-enterprise development: This training process provides participants with a set of analytical and conceptual tools for incorporating women in development policies, programs and projects.

Fourth, we're providing technical assistance to our Missions so that they can more effectively translate the policy into ongoing projects.

To this end, we are supporting an organization to provide technical assistance to Missions in project design and portfolio review in the area of income-generation and employment for low-income women. Efforts such as these can have a direct and sustained effect on the capabilities of our field staff.

For the second approach, we are supporting projects that directly benefit women.

A first important area of intervention is education and training. Our activities include:

Technical assistance for formal and non-formal education programs geared to girls and women;

Development and distribution of instruction materials;

Participation of women in AID-sponsored training, both overseas and in the U.S.

For example, through grants to two non-profit organizations, the Office of Women and Development has trained over 50 mid-to-senior level, private and public sector third world women in graduate management and financial courses. The women will return to their own countries with important skills to help programs at the local and village levels.

Second, women's access to work and income is crucial to their full integration into the economies of their countries.

In conjunction with the Bureau for Private Enterprise, the Office of Women and Development is supporting Women's World Banking—a program designed to assist low-income women primarily through the generation of income and jobs. This institution operates through a series of host-country affiliates which provide guarantees to banks to facilitate commercial loans to women-owned or run small businesses. Women's World Banking is currently working in 18 countries.

The Office of Women in Development is funding research addressing questions related to women's role in food processing, marketing and nutrition.

Improving women's access to resources such as credit, which can translate into increased income, is a third area of intervention.

The WID Office has provided funds to a non-profit organization to conduct a study of female applicants to an AID housing project. The study showed that over 40 percent of all applicants were female heads of households and too poor to qualify for the project's credit program. This major aid project is being redesigned to take into account the special needs of women borrowers.

In Peru, AID's rural enterprise credit program played an important role in changing the policy of the Industrial Bank of Peru from the support of medium- and large-scale enterprises to small businesses which directly affected women's access to credit. Prior to this change, small enterprises had a difficult time acquiring needed credit.

A fourth area of concern is women's limited access to services, such as health and childcare.

At the request of USAID/Haiti, PPC/WID funded a study to examine the condition of factory workers, a majority of whom are women. This study demonstrates the need to incorporate women into the urban development strategy of the Mission. As a result of this study, a project is being designed to deliver training, credit and other services to factory women.

Our women in development mandate is also being implemented through the Title XII Universities whose programs are designed to extend technical assistance in the agricultural sector.

The Women in Development Office has funded the South-East Consortium for International Development and the Consortium for International Development, to provide technical assistance to on-going AID projects in Asia and Africa. These activities have also established the basis for a cooperative effort between the WID Office and BIFAD.

Mr. McPHERSON. The fact that this policy is being successfully implemented became apparent to me during a visit to El Salvador a few months ago. I visited a project we have there for displaced people—a civic works project. When it first had been discussed, it was to include heads of households, essentially defined as men. Our project people there said "look, this isn't the way to do it. Heads of households means who heads the household, men or women." They were right, because when I visited that project, and looked down the street at people working away moving dirt, I saw that a sizable share of these "heads of households" were women. Our project there is working because that fact was taken into account.

The important thing is it was not just people here in Washington beating up on somebody in the field, saying you have to be sensitive. These were people in the field, in the mission, being very conscious of this concern. It is this overall sensitivity throughout the Agency that we are attempting to achieve.

Our newsletter, Front Lines, gives considerable attention to this endeavor and to the high level of interest expressed by you and others concerned about this important facet of development.

I think if we continue with the approach we have taken—with seminars, with individual project interventions, with a lot of talk from people here in Washington, like me, and with the continued interest and concern of people like you—this whole idea is going to be practically and very sensibly integrated into all the things that we do.

In closing, Mr. Chairman, we appreciate the leadership that you have provided for this very important effort.

[Mr. McPherson's prepared statement follows:]

PREPARED STATEMENT OF HON. M. PETER MCPHERSON

I would like to thank the committee for the opportunity to discuss the implementation of section 113 of the Foreign Assistance Act—the integration of women in development at AID.

The issue has been a priority one for me—for the Agency for International Development—and for the entire international development community.

Over the past 3½ years, AID has made critical and successful—decisions to integrate women into all of its development programs. We have some important achievements over these past few years. Let me tell you about them.

First, we authored the first women in development policy paper. This policy paper details how women will be integrated into all of the Agency's programs and projects—and offers benchmarks to measure this integration.

Second, we have provided technical assistance to missions and AID offices and bureaus to help accomplish these goals. For example, in the past years:

The WID staff has provided technical assistance to over 20 USAID Missions for portfolio review, project design and evaluation;

There have been more than 50 technical assistance interventions to over 30 missions using PVOs, title XII consortia, and other development institutions.

Third, within the last year, we've trained 45 senior level AID personnel on women in development issues using the Harvard Institute for international development's training workshops. We believe the only way the Percy amendment can be institutionalized is to train our own people on how women are critical to the development process. We intend to continue these training workshops both for Washington and USAID mission personnel.

Fourth, the office has funded a 5-year research project that provides gender disaggregated, demographic data and analysis for 120 developing countries. No other such effort exists.

Fifth, in the past 3 years, the Office of Women in Development has spent over $7 million to support projects that specifically benefit women. These projects addressed:

Increased employment in the private sector;
Management training;
Education and skills training;
Credit and technical assistance;
Agricultural development, and
Technical transfer.

And sixth, for the 3-year period, fiscal years 1980, 1981, and 1982, the Agency spent over $120 million to support programs which included women in larger, on-going agency projects. We anticipate this figure increasing for the period 1982–1984. We will provide more specific information in the 1984 report to Congress due this coming December.

Mr. Chairman, AID supports the language in the Percy amendment. In response to this language, I'm personally very proud of our Women in Development Policy Paper. We now have a written framework to guide us in developing mechanisms to include women in all of our development efforts.

Effective implementation of AID's women in development policy depends on its integration throughout the Agency's portfolio. This is being accomplished by:

First, disaggregating by sex all data collected for AID's country strategy formulation, project identification and project design documents;

Second, explicitly describing in these same documents strategies to include women in the development effort;

Third, introducing gender distinctions in the terminology employed in all of AID's program and project documents in order to define more precisely the socio-economic context and impact of AID's work.

I know, and I continue to emphasize that the overall responsibility for implementing the women in development policy rests with all of AID's offices—at all levels of decision making.

Implementation of this policy is an important qualitative aspect of AID's overall program, one which is crucial to the achievement of Agency goals. It cannot be adequately addressed in any one sector, or by any one office.

Let me now tell you about some of our current initiatives.

Implementation of any policy is a most difficult and challenging process. However, we are using two approaches:

The first approach addresses the mechanisms the Agency uses to develop and implement its policies.

The second approach concerns AID support for projects that are designed to directly benefit women.

Let me discuss our first approach to institutionalize the women in development policy.

First, the Women in Development Office, reviews Country Development Strategy Statements (CDSSs) to ensure that they:

Describe strategies to involve women;

Identify benefits and impediments to women;

Provide benchmarks to measure women's participation.

Second, we continue to stress the importance of identifying women's concerns at the project design stage.

For example, in a project that seeks to raise the productivity of small farmers, we stress the role of women in all stages of the agricultural production cycle—including harvesting, processing and marketing.

A third initiative is the provision of tools and information to AID senior staff regarding women and development issues.

As mentioned earlier, AID is supporting a series of training workshops for AID senior staff. The participants review and discuss case studies of actual AID field projects in sectors of special importance to women and development: agriculture, income generation, irrigation, and small-enterprise development:

This training process provides participants with a set of analytical and conceptual tools for incorporating women in development policies, programs and projects.

Fourth, we're providing technical assistance to our Missions so that they can more effectively translate the policy into ongoing projects.

To this end, we are supporting an organization to provide technical assistance to Missions in project design and portfolio review in the area of income-generation and employment for low-income women. Efforts such as these can have a direct and sustained effect on the capabilities of our field staff.

For the second approach, we are supporting projects that directly benefit women.

A first important area of intervention is education and training. Our activities include:

Technical assistance for formal and non-formal education programs geared to girls and women;

Development and distribution of instruction materials;

Participation of women in AID-sponsored training, both overseas and in the United States.

For example, through grants to two non-profit organizations, the Office of Women in Development has trained over 50 mid-to-senior level, private and public sector Third World women in graduate management and financial courses.

The women will return to their own countries with important skills to help programs at the local and village levels.

Second, women's access to work and income is crucial to their full integration into the economies of their countries.

In conjunction with the Bureau for Private Enterprise, the Office of Women in Development is supporting Women's World Banking—a program designed to assist low-income women primarily through the generation of income and jobs. This institution operates through a series of host-country affiliates which provide guarantees to banks to facilitate commercial loans to women-owned or run small businesses. Women's World Banking is currently working in 13 countries.

The Office of Women in Development is funding research addressing questions related to women's role in food processing, marketing and nutrition.

Improving women's access to resources such as credit, which can translate into increased income, is a third area of intervention.

The WID Office has provided funds to a non-profit organization to conduct a study of female applicants to an AID housing project. The study showed that over 40 percent of all applicants were female heads of households and too poor to qualify for the project's credit program. This major aid project is being redesigned to take into account the special needs of women borrowers.

In Peru, AID's rural enterprise credit program played an important role in changing the policy of the Industrial Bank of Peru from the support of medium- and large-scale enterprises to small businesses which directly affected women's access to credit. Prior to this change, small enterprises had a difficult time acquiring needed credit.

A fourth area of concern is women's limited access to services, such as health and childcare.

At the request of USAID/Haiti, PPC/WID funded a study to examine the condition of factory workers, a majority of whom are women. This study demonstrates the need to incorporate women into the urban development strategy of the Mission. As a result of this study, a project is being designed to deliver training, credit and other services to factory women.

Our women in development mandate is also being implemented through the Title XII Universities whose programs are designed to extend technical assistance in the agricultural sector.

The Women in Development Office has funded the South-East Consortium for International Development and the Consortium for International Development, to provide technical assistance to on-going AID projects in Asia and Africa. These activities have also established the basis for a cooperative effort between the WID Office and BIFAD.

Mr. Chairman, AID has completed a decade of implementing the "women in development" mandate. Our testimony today has highlighted some of our efforts.

As we look beyond the decade we realize how much work remains to be done.

We will continue implementing the Agency's policy paper.

We will continue to assist the Agency's policy makers and practitioners to integrate women into the Agency's total portfolio.

We will continue to design and implement projects that directly address women's specific needs.

We will continue workshops to train AID personnel, as well as others involved in the development process.

We will continue our present efforts to evaluate specific projects to better understand their impact on women. To this end, the evaluation of the role of women in development projects will be an important new initiative for the Agency in 1984.

As I mentioned earlier, integrating women in AID programs, is a priority issue of mine. We will continue our efforts to meet the spirit of the language you authored 10 years ago. There is no longer any doubt that the very pace of development—and the quality of its outcome—depends upon the degree to which women and girls are included in the development process. It has been a challenge, Mr. Chairman, but one which I personally believe in—and one which AID will continue to support.

Thank you, Mr. Chairman.

The CHAIRMAN. Thank you very much, Mr. McPherson.

I think now we will turn to Nancy Reynolds, the U.S. Representative to the U.N. Commission on the Status of Women.

You will speak with a great deal of authority, also, on this subject.

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STATEMENT OF NANCY CLARK REYNOLDS, U.S. REPRESENTATIVE TO THE U.N. COMMISSION ON THE STATUS OF WOMEN

Ms. REYNOLDS. Thank you, Senator.

Obviously I am delighted to be here. I am sure you know that anything that is successful in the way of ideas and projects starts at the top. It is obvious that you have members of your family and members of your staff who have made this an issue of importance. That really is why it works, it starts at the top.

The CHAIRMAN. I am happy to say that for a number of years my chief counsel, Hannah Sistare, has been my chief of staff. She runs my entire staff in Washington, Springfield, Carbondale, and Chicago. She got the job strictly on the basis of competence.

I am also proud of the fact that this committee has 100 percent of all the women in the U.S. Senate among its members. I actively sought them out. I am very proud particularly of our female professionals, who, among them, have much of the world in their portfolios.

This really is not a new phenomenon. The Business and Professional Women's Organization of America gave me an award in the 1960's for having more women executives in Bell & Howell than any other company our size in the United States of America. We did it because it was good business. These women were tough minded and able.

So I really have had my heart in this for a long, long time.

Ms. REYNOLDS. I think that is obvious, and you are not only perceptive, but I hope women will turn out in the polls and show that they mean it for you.

The CHAIRMAN. Would you mind being quoted on that? [General laughter.]

Ms. REYNOLDS. Not at all.

The CHAIRMAN. Thank you.

Ms. REYNOLDS. I just thought I would like to share with you a few highlights of my job at the United Nations, which is strictly part time. But, before I do, I would like to extend personal greetings from Ambassador Kirkpatrick. She wanted to be here today, but because of pressing matters in New York was unable to be here. Let me say that she would not ever tell you how important her role has been in the world of women in development and in this commission.

Her personal concern for the status of women worldwide and her commitment to the United Nations' work in women in development were key factors in my doing something frankly that I never thought I had any interest in and knew nothing about.

I found that I have gained far more from this than I have ever given. So, from my educational standpoint, I am deeply grateful.

It has been my privilege to accompany Ambassador Kirkpatrick to five African countries in 1982 and just last week we returned from China and a number of countries in Southeast Asia. Right there, I think that is pretty terrific—that a high govenment official would take with her, when she is discussing national security problems, delegations of women to meet with other women and to look at projects and to let the heads of those countries know that she is seriously concerned about women, particularly women in development.

One of our purposes on these trips was to reaffirm U.S. commitment to women in development and, hopefully, to a successful, nonpoliticized world conference on women in 1985.

The 1973 Percy amendment and the catalyst that it proved to be both in terms of U.S. Government activity and the work of nongovernmental organizations puts the United States in a tremendously strong advo acy position in this respect. We cite it everywhere we go in the world.

I count myself extremely fortunate to have visited numerous projects designed to assist women in the Third World, and I can testify both to the crying need, as can you, for assistance which they have and the effectiveness of many of the projects that are there, already in place, in raising the economic status and the self-esteem of women everywhere.

Ambassador Kirkpatrick and I have visited women refugees in Southeast Asia and, in Ambassador Kirkpatrick's case, in Pakistan, where women form the majority of the Afghan refugee population. I would like to emphasize that, if refugees as a group are the world's most heartbreakingly disadvantaged people, then the women among them are the most disadvantaged of the disadvantaged.

Mr. Chairman, as Ambassador Kirkpatrick's representative, may I address just three issues of concern to this committee: My particular work at the U.N. Commission; an update of the U.N.'s progress on the integration of women in development; and a brief review of preparations for the 1985 world conference on women to be held in Nairobi next summer.

The Commission on the Status of Women takes a special interest to this committee because the Commission has been charged with the coordination of the worldwide activities for the end of the decade conference.

As I am sure you know, the Commission was founded in 1947, inspired by Eleanor Roosevelt. The Commission has authorized numerous studies over the years, and has drafted several international covenants designed to promote the rights of women worldwide.

It was this Commission that organized the proposal that 1975 be designated as International Women's Year.

At that first Conference on Women, held in Mexico City, with the U.S. delegation under the able leadership of Pat Hutar, from whom you will hear later this morning, women from 133 countries met to discuss their status and realized that 1 year was too little to focus attention on the enormous difficulties faced by women all over the world. Thus, the International Year of Women became the U.N. Decade for Women and a second U.N. World Conference was held in 1980, in Copenhagen.

We are currently making preparations for the third World Conference, marking the end of the U.N. Decade for Women, to be held in Nairobi from July 15 through 26 of next year.

A major result of all this activity is that women's concerns are now, finally, firmly on the agenda of nearly all U.N. organizations. Eight years ago, "women in development" was not a familiar term at the United Nations. Today, women are still all too often viewed by their governments as passive beneficaries of development. But the U.N. vo-

cabulary is changing a bit on this. The realization that women must be active participants in planning for progress, which was first brought to light at the women's conference, is beginning to affect, slowly but surely, the policies of many U.N. development programs.

For example, UNICEF has stopped looking at women simply as "nurturers." They have formally recognized that programs must take account of the fact that women are also children's teachers, food providers, health givers, and all too often these days, the sole source of support.

The recommendations of the women's conferences provide us with a mandate which we can, and do, build upon in many U.N. forums. Progress is slow, but the more the issue is raised, the more we keep their feet to the fire, the more people realize that the issue is important and will not go away.

We are working when and wherever we can to turn our words into action.

We know, of course, the full integration of women into the development process has long been of considerable importance to the United States. It is the natural extension of the principle which the United States views as central to all international women's issues: the elimination of any remaining barriers to women's full and equal participation in all aspects of society.

We believe that effective economic development will only occur when women are completely integrated into the mainstream of development planning. Development which does not fully involve women is inequitable; but, as you have found out, it is also inefficient, both in the private and in the public sectors.

The United States has joined other U.N. delegations in supporting the adoption of the concept of the full integration of women into all development activities by all U.N. agencies.

I am pleased by the response of the various U.N. agencies. I am especially pleased that a strong and productive working relationship continues between UNDP and the U.N. Voluntary Fund for the Decade for Women as a further means of increasing women's participation in development.

However, with the rapid technological changes, it is especially important that the donor agencies vastly increase their focus on women's roles, both traditional and nontraditional, in both formal and informal sectors of the economy, and, of course, in both rural and urban areas.

This is especially true in terms of women's increased access to education and skills training; women's access to credit and other scarce economic resources; and women's access to agricultural technology.

This is the message we take to the United Nations at every opportunity and one that we hope the 1985 conference will build on.

Now let me bring you up to date a little bit about our thinking and planning for the 1985 conference in Nairobi.

The U.N. Commission views the 1985 Conference on Women as being of the utmost importance. The United States has participated in the previous two world conferences and is determined to see that the final conference of the decade reflects the critical roles women play in the development process and not extraneous political issues.

I am aware of the politicization which occurred at the 1975 Mexico City conference and the problems which prevented the United States

from voting for the program of action emanating from the 1980 Copenhagen conference.

Ever since I accepted this appointment to the Commission, I have been trying to talk to people everywhere to seek ways and means to limit politicization at the 1985 conference.

At this time, I guess you could say that I am cautiously optimistic that the 1985 conference will be more successful in this respect. I have seen more and more countries join us in condemning the politicization of women's conferences, and there seems to be more recognition that women's issues, particularly the integration of women in development, are not passing fancies but serious economic concerns.

Thus, there is more determination to see these issues highlighted and given prominence, even though some countries will continue to believe that world conferences on women are convenient places to try to promote biased political notions.

We will continue to lobby as seriously as we know how, through diplomatic channels and through our numerous contacts with women leaders in other countries, to provide a framework for a positive, successful conference that is sensitive to the needs of the majority of women of the world.

First, we will continue to emphasize that the 1985 conference should highlight the contributions women are making, and have made, in all areas of international and national development.

Second, we will emphasize, however, that women will assume an increasingly larger responsibility for their own social and economic growth and development. This is especially true in a world of increasing economic growth difficulties, and we cannot afford to underutilize people and resources.

In short, inequalities and inefficiencies are costly, and women are among the world's most underutilized resources today.

Third, we do not view the 1985 conference as a signal that national machineries, intergovernmental initiatives, and insightful new policies have accomplished their goals. Rather, the conference should stress the need to place more women on national and international forums which deal with issues of women in development. And, it should emphasize realistic strategies for implementing the goals of women in development.

We are, therefore, going to emphasize realistic strategies for implementing the goals of the decade.

To this end, the United States is establishing a secretariat within the Department of State to coordinate the United States involvement in both the official and nongovernmental conferences. The United States, through AID, is planning to support the private organization coordinating the worldwide nongovernmental activities for the NGO conference.

They will also continue to bring together the private and the public sectors on all delegations to official conferences and to expand the pool of women who have served in this capacity. I have now led three delegations to the annual meetings of the U.N. Commission in Vienna on the status of women. I am proud of the work that they have done and the wide range of expertise that they have represented.

We have tried to keep our delegation small, but of high quality. Through the State Department, we are going to pursue private funding to offer a training session for conference delegates which would stimulate a major U.N. conference. Tnis training will insure that the U.S. delegation will be adequately prepared on the substantive issues that will be important to our country.

And, we are going to begin to identify and lobby for specific issues which we wish to draw attention to at the conference and which we believe merit global concern. These include the subjects of women in violence and women refugees.

We expect many other issues to be identified as preparations continue. It is not, however, our intention to try to dominate this conference, nor do we think such a strategy would have any positive results.

This will be a conference for all women of the world, the majority of whom have development as their most pressing concern.

In closing, may I thank you for the opportunity to represent Ambassador Kirkpatrick at this important hearing. I promise you that the end-of-the-decade conference in Nairobi will not be the end of our commitent. The language that you introduced 10 years ago will continue to be our guidance for the next decade and beyond.

Thank you very much.

[Ms. Reynolds' prepared statement follows:]

PREPARED STATEMENT OF NANCY CLARK REYNOLDS

Thank you, Mr. Chairman: I am delighted to have a chance to speak before this committee and share with you some of the highlights of my work as President Reagan's Representative to the U.N. Commission on the Status of Women.

Before I go on, let me extend to you personal greetings from Ambassador Kirkpatrick who wanted so much to be here today.

Ambassador Kirkpatrick's personal concern for the status of women worldwide and her commitment to the U.N.'s work in women in development were key factors in my own decision to accept the appointment to the Commission. She has been steadfast in supporting my work and the work of the Commission and has missed no opportunity to promote the integration of women in development with high level U.N. officials. In addition, it has been my privilege to accompany Ambassador Kirkpatrick to several African countries in 1982 and just last month to China and Southeast Asia. One of our purposes was to underscore the U.S. commitment to women in development and to a successful, non-politicized World Conference on Women in 1985. The 1973 Percy amendment and the catalyst it proved to be both in terms of U.S. Government activity and the work of non-governmental organizations puts the United States in a strong advocacy position in this respect. Both the Ambassador and I have visited numerous projects designed to assist women in the Third World. We can testify both to the crying need for this assistance and the effectiveness of many of the projects we have seen in raising the economic status and the self-esteem of the women involved.

And we have also visited women refugees in Africa, in Southeast Asia and, in Ambassador Kirkpatrick's case, in Pakistan where women form the majority in the Afghan refugee population. I want to emphasize that if refugees as a group are the world's most heart-breakingly disadvantaged of people, the women among them are the most disadvantaged of the disadvantaged.

Mr. Chairman, as Ambassador Kirkpatrick's representative, allow me to address three issues of concern to this committee:

My work on the U.N. Commission on the status of women.

An update of the U.N.'s progress on the integration of women in development; and

A brief review of preparations for the 1985 World Conference on Women to be held in Nairobi next summer.

Now, let me tell you about the U.N. Commission on the status of women. It will be of special interest to this committee because the Commission has been

charged with coordinating the worldwide activities for the end of the decade conference.

The Commission on the Status of Women has been in existence since 1947. The Commission has authorized numerous studies over the years and has drafted several international covenants designed to promote the rights of women worldwide. It was this Commission that originated the proposal that 1975 be designated as International Women's Year.

At the first Conference on Women, held in Mexico City, to celebrate that year, women from 133 countries met to discuss their status and realized that a year was too little to focus attention on the enormous difficulties faced by women all over the world. Thus, the Year of Women became the U.N. Decade for Women, and a second U.N. World Conference was held in 1980, in Copenhagen. We are currently working on preparations for the third world conference, marking the end of the U.N. Decade for Women, to be held in Nairobi from July 15–26 next year.

One major result of all this activity is that women's concerns are now firmly on the agenda of nearly all U.N. organizations. Eight years ago, women in development was not a familiar term at the U.N. Today women are still all too often viewed by their governments as passive beneficiaries of development. But the U.N. vocabularly is changing on this. The realization that women must be active participants in planning for progress, which was first brought to light at the Women's Conference, is beginning to affect the policies of many U.N. Development Programs. For example, UNICEF has stopped looking at women simply as "nurturers." They have formally recognized that programs must take account of the fact that women are also their children's teachers, food providers, health givers, and all too often these days, their children's sole source of support. The recommendations of the Women's Conference provide us with a mandate which we *can*, and *do*, *build* upon in many U.N. forums. Progress is slow, but the more the issue is raised, the more people realize that the issue is important and will not go away. We are working when and wherever we can to turn words into actions.

Of course, the full integration of women into the development process has long been of considerable importance to the United States. It is the natural extension of the principle which the United States views as central to international women's issues: The elimination of any remaining barriers to women's full and equal participation in all aspects of society. We believe that effective economic development will only occur when women are completely integrated into the mainstream of development planning. Development which does *not* fully involve women is inequitable, but—more importantly—inefficient.

The United States has joined other U.N. delegations in supporting the adoption of the concept of the full integration of women into all development activities by all U.N. agencies. I am pleased by the response of the various U.N. agencies. I am especially pleased that a strong and productive working relationship continues between UNDP and the U.N. Voluntary Fund for the Decade for Women as a further means of increasing women's participation in development.

However, with the rapid technological changes, it is especially important that the donor agencies vastly increase their focus on women's roles, both traditional and non-traditional, in both the formal and informal sectors of the economy, in both rural and urban areas. This is especially true in terms of:

Women's increased access to education and skills training;

Women's access to credit and other scarce economic resources; and,

Women's access to agricultural technology.

This is the message we take to the U.N. at every opportunity and one that we hope the 1985 conference will build on.

And now, finally, let me bring you up to date on our thinking and planning for the 1985 World Conference.

The U.N. Commission views the 1985 World Conference on Women as being of the utmost importance. The United States has participated in the previous two world conferences and is determined to see that the final conference of the decade reflects the critical roles women play in the development process—not extraneous political issues.

I am acutely aware of the politicization which occurred at the 1975 Mexico City conference and which prevented the United States from voting for the Program of Action emanating from the 1980 Copenhagen conference. Ever since I accepted my appointment to the Commission, I have been talking to people and seeking ways and means to limit politicization at the 1985 conference. At this time I am cautiously optimistic that the 1985 conference will be more successful

In this respect, I have seen more and more countries join us in condemning the politicization of women's conferences. There is more recognition that women's issues—particularly the integration of women in development—are not passing fancies but serious economic concerns. Thus there is more determination to see these issues highlighted and given prominence—even though some countries will continue to believe that world conferences on women are convenient places to try to promote biased political notions.

We will continue to lobby as seriously as we know how, through diplomatic channels and through our numerous contacts with women leaders in other countries, to provide a framework for a positive, successful conference that is sensitive to the needs of the majority of women of the world:

We will continue to emphasize that the 1985 conference should highlight the contributions women are making, and have made, in all areas of international and national development.

We shall emphasize, however, that women will assume an increasingly larger responsibility for their own social and economic growth and development. This is especially true since, in a world of increasing economic growth difficulties, we cannot afford to underutilize people and resources. In short, inequalities are inefficient and costly and women are among the world's most underutilized resource today.

Thus, we do not view the 1985 conference as a signal that national machineries, inter-governmental initiatives, and insightful new policies have accomplished their goals. Rather,

The conference should stress the need to place more women on national and international fora which deal with issues of women in development; and

It should emphasize realistic strategies for implementing the goals of the women in development movement.

We are, therefore, emphasizing realistic strategies for implementing the goals of the decade.

To this end, the United States is:

Establishing a Secretariat within the Department of State to coordinate the U.S. involvement in both the official and non-governmental conferences.

Through AID planning to support the private organization coordinating the world-wide non-governmental activities for the NGO conference.

Continuing to bring together the private and the public sector on all delegations to official conferences and to expand the pool of women who have served in this capacity. I would like to add here, that I have now led three delegations to the annual meetings of the U.N. Commission on the Status of Women and I am proud of the work they have done and the wide range of expertise they have represented.

Through the State Department, we are pursuing private funding to offer a training session for conference delegates which would simulate a major U.N. conference. This training will ensure that the U.S. delegation will be adequately prepared on the substantive issues important to the United States.

Beginning to identify and lobby for specific issues which we wish to draw attention to at the conference and which we believe merit global concern. These include the subjects of women in violence and women refugees. We expect many other issues to be identified as preparations continue. It is not, however, our intention to try to dominate this conference nor do we think such a strategy would have positive results. This is a conference for all women of the world—the majority of whom have development as their most pressing concern.

In closing, Mr. Chairman, I wish to thank you for the opportunity to represent Ambassador Kirkpatrick at this important hearing. I promise you that the end of the decade conference next year in Nairobi will not be the end of our commitment. The language that you introduced 10 years ago will continue to guide us for the next decade and beyond.

The CHAIRMAN. Thank you very much.

I want to echo your hope that the 1985 World Conference on Women will not be sidetracked by divisive political issues to the detriment of the main issues, including women in development.

This committee stands firmly behind the chairman on that. Senator Kassebaum introduced an amendment calling on the President to use

"every available means at his disposal" to insure that this does not happen.

I think the conference is very important. Our participation is important, and no one should want the conference to become dominated by issues which really have little to do with women in development and are just extraneous.

There is a temptation to politicize these conferences and we will try to do everything we can to prevent that.

Mr. McPherson, has AID become involved in planning for the upcoming U.N. Conference on Women in Nairobi next year? What would be the most important contribution, in your judgment, that AID could make to that conference and its success?

Mr. McPherson. Yes, Mr. Chairman, we have. We are working closely with Nancy and the State Department in this whole matter. The preparations are coming along. Of course, the bulk of the work is yet to come.

I would expect that our major contribution can be to provide examples and details of what we are actually doing. Our primary selling point here and abroad is the concrete activity in which we are engaged. Therefore, it is not just the effective advocacy that I think we have been doing that should be emphasized. It is the selling of a product that does exist. That is the sort of input that I would envision.

The Chairman. Thank you.

Ms. Reynolds, I would like to ask you about your observations so far of the U.N. Commission on the Status of Women. Now that the Decade for Women is nearing its end, we are searching for ways to continue to promote effectively women's concerns within the U.N. system.

It seems to me that the U.N. Commission on the Status of Women could possibly be strengthened to insure that women's concerns are included in all mainstream U.N. programs and conferences.

I looked on the Commission as a sort of watchdog and as a source of expertise in this particular field. What is your own feeling about the strengthening of the Commission? What would be necessary to fully implement the objectives and goals which we all know are sound economically, socially, and politically?

Ms. Reynolds. I think everyone feels they ought to have more staff, more budget for what they do.

From a personal point of view, I'm sorry that I cannot spend more time there. I would certainly hope that a full-time person would be able to give it the real time and effort that it deserves.

I have been terribly impressed with the professional help that I have had from the State Department. I could not operate without them. They are fantastic.

My biggest discovery about this Commission is that women do 80 percent of the world's work and get 20 percent of the benefits. Women often say to me how can women in Third World countries who do not even read or write, who have never heard of this Commission, possibly benefit from what your Commission does? I think it is a good question.

If we can improve the quality of life even a small bit in any country for the women for whom we speak, I think it is worthwhile. I think we really have to keep the U.N. agencies informed. We have to ask for reports monitoring their work. Most of the agencies have been

very cooperative. They have their own decisionmaking mechanisms, as you know, and we like to reinforce their views.

Having that commitment from Ambassador Kirkpatrick has made a tremendous difference in how doors have opened to me and how people have listened to me. It is, again, a commitment from the top.

So we would hope to continue to influence the direction of their programs for women and to encourage the NGO community, which does the most splendid job in the world, of holding all of these government sponsored meetings together. They are the backbone and the glue.

I think we really need to be supportive of them in every way that we can.

The CHAIRMAN. I have one last question on that point.

It has been suggested that to strengthen the Commission's involvement in these issues it be required to report on the inclusions of women's concerns in the programs of various U.N. agencies, perhaps one agency a year. Would you care to comment on whether you think that would be effective at all?

Ms. REYNOLDS. I think it would be. I think it would focus their attention on this subject. Certainly it would be helpful to the Commission to have those reports ready and to incorporate them into the kinds of speeches, comments, and resolutions that we make when we go to Vienna to the conferences.

The CHAIRMAN. Mr. McPherson, I remember when we first brought this up. There was some concern that we would be trying to impose American cultural values on other nations. I wondered about that myself, particularly when I was a delegate to the United Nations and gave a speech on this subject. I pointed out the hypocrisy of the United Nations, having a Decade for Women, when only 3 percent of the professional staff of the United Nations were women. There were a lot of secretaries and a lot of translators. But the top levels were reserved for men.

I really spoke strongly on that. In fact, the dean of the delegates, Ambassador Baroody of Saudi Arabia, who was a very good friend of mine, a person who was in on the founding of the United Nations, came up to me, just shaking with rage at the end. He said that I was trying to create a revolution in the world, that I was going to upset all of the values in their part of the world.

You know, I wondered about that. And yet, I am somewhat reassured when I learn from my daughter, Gail, who is an anthropologist and who lived in Tunisia for 3½ years studying and doing her dissertation, and they have had an ERA for years. For decades Tunisians have been pressing for women's rights in an Arab country.

So, within the Arab world, there are vast differences and there are changes occurring. I am not so sure that Ambassador Baroody, if he were alive today, would be quite as enraged. I don't think he would be quite as shocked. But he was shocked then.

What has been your experience in hearing this kind of criticism? Is there a negative factor to the so-called Percy amendment?

Mr. MCPHERSON. I think we have to approach it in the right fashion. If we argue it essentially on social and ideological grounds, then we will bump head-on into a lot of cultural concerns. But, frankly, the

way we have been approaching it is on economic grounds. It is similar to the environmental area and some other areas. We don't try to argue to a country what its social values per se should be, at least not in this area, as much as we say "Look, you have half your population being underutilized. In some countries, this population half is virtually uneducated. Yet, they are human beings with enormous potential. Do you want to have economic growth? If so, one of the ways to help that along is to use that human resource base in a reasonable fashion."

When you talk about it in that context, then it is a lot easier.

I compare it to the environmental area. We don't go in and try to talk about U.S. environmental conservation concerns directly. What we say is that degradation of a watershed is just bad economics, and leaderships in poor countries can begin to face up to those issues a little more easily that way.

On that basis, frankly, we have had relatively little problem. It has not always been persuasive, but it is clear that we are beginning to be in a number of countries.

The CHAIRMAN. Thank you.

I would like to go to the texts of both your testimonies.

Ms. Reynolds, in your statement you say that the United States will lobby at the U.N. Conference for the inclusion of the topics of women refugees and women in violence. Would you expand a little on what you mean by the phrase "women in violence?" Are you talking about women as victims of violence?

Ms. REYNOLDS. Yes, sir.

We have been working for a couple of years at the conference to get a resolution passed condemning violence in the family, particularly women as victims, and that includes child abuse, too. We were successful this year to have that resolution passed. We had a number of cosponsors. It is a subject, as you know, that has been on the cover of magazines. It has been the subject of all kinds of TV specials. We would like to have a modest leadership role in that subject, and it will be something that we will bring up whenever we can. In fact, I was amazed in one of the countries I visited where the Muslim religion dominates, that there are now, just in the past few years, centers that have sprung up where women who have been abused can go.

So, small increments like that are encouraging. That is basically what I meant by that. I am sorry that I was not more specific, more clear.

The CHAIRMAN. Mr. McPherson, in your testimony, you state that women are participating in AID training, both here and in the United States. Do you have any statistics that you could either provide now or for the record that might show patterns over the past 10 years? Has the percentage of women participating increased substantially, for instance?

Mr. MCPHERSON. I would like to supply those for the record, Mr. Chairman, if I can. There certainly has been steady growth. This is something we need to continue to work on, however.

The CHAIRMAN. Fine. Thank you.

[The information referred to follows:]

SUMMARY OF FEMALE PARTICIPANT TRAINING TRENDS (U.S. TRAINING ONLY)

	Fiscal year—						
	1978	1979	1980	1981	1982	1983	1984 [1]
I. Total number of participants	6,005	5,905	8,051	7,850	8,068	9,068	7,492
Percent female	15	17	18	16	18	18	17
II. Participants by subject areas:							
A. Percent of total:							
Agriculture	21	26	28	30	31	31	30
Industry	5	7	8	12	17	20	21
Transportation	1	1	2	2	1	1	1
Labor	8	7	6	6	7	5	5
Health/family planning	19	19	19	16	16	16	15
Education	26	22	16	12	9	7	7
Public administration	16	12	15	16	14	14	15
Housing/community development	1	2	3	3	3	4	4
Miscellaneous	3	4	3	3	2	2	2
Total	100	100	100	100	100	100	100
B. Percent female:							
Agriculture	9	10	10	10	12	11	10
Industry	4	6	6	8	10	12	10
Transportation	10	9	7	0	0	19	3
Labor	13	12	17	16	22	19	13
Health/family planning	32	38	36	32	35	33	34
Education	13	15	17	21	24	24	25
Public administration	9	12	17	17	18	20	19
Housing/community development	20	27	21	23	17	22	20
Miscellaneous	17	13	17	16	21	21	16
III. Participants by region:							
A. Percent of total:							
Africa	36	40	40	40	38	37	36
Near East	17	21	25	28	32	32	33
Asia	21	16	17	17	17	16	14
LAC	26	23	18	15	13	15	17
Total	100	100	100	100	100	100	100
B. Percent female:							
Africa	16	18	18	17	18	18	18
Near East	10	11	13	13	16	17	14
Asia	16	18	20	18	17	16	14
LAC	15	21	23	19	23	23	21

[1] 9 months only (October 1983–June 1984).

FACTSHEET—FISCAL YEAR 1983 PARTICIPANT TRAINING

I. Total number of participants in training between 1944 and 1983		240,012
	Number	Percent
II. General participant training demographics for fiscal year 1983:		
Total	9,012	100
Contract managed	5,689	63
Directly funded (S&T/IT)	3,323	37
Academic	4,016	45
Technical	4,996	55
Male	7,390	82
Female	1,622	18

	Academic	Technical	Total	Percent
III. Participant training by subject area:				
Agriculture	1,670	1,154	2,824	31
Industry	748	1,040	1,788	20
Health/Family planning	418	1,021	1,439	16
Public administration	537	742	1,279	14
Education	410	185	595	7
Labor	22	446	468	5
Housing/community development	127	193	320	4
Transportation	8	44	52	1
Miscellaneous	76	171	247	2
Total	4,016	4,996	9,012	100
IV. Participants by region:				
Africa	2,169	1,149	3,318	37
Near East	924	1,999	2,923	32
Asia	642	799	1,441	16
Latin American, Caribbean	281	1,049	1,330	15
Total	4,016	4,996	9,012	100

AID COUNTRIES WITH LARGEST NUMBER OF PARTICIPANTS IN FISCAL YEAR 1983

Country	Academic	Technical	Total	Percent
Egypt	258	1,578	1,836	20
Indonesia	366	256	622	7
Kenya	239	69	308	3
Yemen Arab Republic	252	42	294	3
Tanzania	141	143	284	3
Botswana	211	53	264	3
Morocco	151	110	261	3
Philippines	75	150	225	2
Zimbabwe	196	17	213	2
Sudan	72	87	159	2
Jamaica	29	127	156	2
Sri Lanka	59	94	153	2
South Africa, Republic of	142	4	146	2
Swaziland	122	24	146	2
Senegal	86	41	127	1

OFFICE OF INTERNATIONAL TRAINING—SUMMARY OF PARTICIPANT TRAINING TRENDS (FISCAL YEAR 1978–83)

	1978	1979	1980	1981	1982	1983
I. Total number of participants	6,043	5,890	8,088	7,844	7,885	9,012
II. General demographics (percent):						
Contract managed	47	55	52	55	60	63
Directly funded (S&T/IT)	53	45	48	45	40	37
Academic	51	54	45	51	48	45
Technical (nondegree)	49	46	55	49	52	55
Male	85	83	82	84	82	82
Female	15	17	18	16	18	18
III. Participants by subject areas (percent):						
Agriculture	21	26	28	31	31	31
Industry	4	5	8	12	15	20
Transportation	1	1	2	2	1	1
Labor	8	7	6	6	7	5
Health/family planning	19	20	19	17	17	16
Education	26	22	16	12	9	7
Public administration	17	13	15	15	14	14
Housing/community development	1	2	3	3	4	4
Miscellaneous	3	4	3	2	2	2
IV. Participants by region (percent):						
Africa	36	40	40	39	38	37
Near East	17	21	23	30	32	32
Asia	21	17	20	16	17	16
LAC	26	22	17	15	13	15

The CHAIRMAN. Ms. Reynolds, will the U.N. Voluntary Fund for Women continue after the Decade for Women ends? Will the United States continue to contribute to some of its programs?

Ms. REYNOLDS. Well, we certainly think that the activities of that should continue after the U.N. Decade. We expect the Fund to exist for an indefinite period of time.

The United States and most other donor countries believe that the key to the Fund's effectiveness has been its close relationship with UNDP. So we certainly think it should continue to be funded. We know it is of interest to you. It has done some marvelous things under the sponsorship and leadership of Peg Snyder. We are fighting to keep it in New York City, where we feel it should remain. It is very high on my list of successful examples of where you put your money and see it go to work.

The CHAIRMAN. Ms. Reynolds, the U.N. Decade for Women World Conference in Copenhagen in 1980 called on the U.N. High Commissioner for Refugees to take women's roles into account in designing programs for refugees. Refugees have been of particular interest to me. As I have said, it is a family concern with us.

Mrs. Percy and I have been visiting and studying refugee camps for 30-some years all over the world, and she has gone on her own a number of times to make studies.

It was felt that though a disproportionate number of refugees were women who were also heads of households, women were being ignored in programs benefiting refugees. So they had a disadvantage both ways.

Should the United States, as a major contributor to the U.N. program, be doing more to promote the women's component in refugee activities?

Ms. REYNOLDS. Absolutely.

It is one of the key items that we discussed in Vienna. Both Ambassador Kirkpatrick and I, like you, have visited refugee camps. We have spoken with the High Commissioner on Refugees. He has established a special task force to look at the plight of women refugees. We are looking forward to that office's participation.

I might just add that to this end, we raised this subject this past February in Vienna where the Commission meets. Ultimately, action was taken calling for a report to be submitted to the world conference. I might add that this was all over the vehement opposition of the Soviet Union. We expect them to continue to opposite this initiative. But we have a lot of strength and we think we are going to get lots of people involved in bringing this plight to the attention of the conference and to the leaders such as yourself.

The CHAIRMAN. Thank you.

Mr. McPherson, several studies point to the need for strengthening and monitoring of projects during implementation and evaluation of their success several years after completion. What is being done in these areas? What improvements could be made?

Should the AID Inspector General's role be strengthened, for instance?

Mr. MCPHERSON. You are speaking of the women in development area?

The CHAIRMAN. Yes.

Mr. MCPHERSON. Next year, we expect to have evaluations of five of our women in development projects, as well as a major Agency evaluation of our integration efforts. It seems to us now, after a few years of operation of this new policy, this new integration approach, we now need to look and see how well it is really working. I anticipate that out of this we will get some additional direction and ideas on how to do a better job in the future.

In fact, I think that is a fairly key point—if some evaluations are in place, we can really look at this whole thing.

The Inspector General, as you know, has an ongoing role in looking at the effectiveness of projects. I think he has a role both in looking at how money is spent and a more general role regarding policy concerns.

As of right now, I think that is the way we are doing it. I have not asked him to particularly look at women in development issues. I think it probably is best served through the evaluation unit.

That is a very good unit with a very senior person in charge of it. I think that will work well.

The CHAIRMAN. Thank you.

Some skeptics assert that a women in development focus will strengthen the role of women to the detriment of traditional family life. Yet, in interviews with LDC women about educational preferences conducted by the researcher, Perdita Huston, women overwhelmingly opted for training to enable them to earn money so they could provide better care for their families in health, nutrition, and such areas.

What is the relationship between women's income as opposed to men's, and the welfare of their families?

Mr. McPHERSON. I think it is pretty clear that the strength of the family unit is enhanced if women are better educated. As was indicated earlier, they provide a significant portion of the health care and nutrition of the family. I think what we know around the world is that basic human needs are best met if people have jobs. If the head of the household is a woman—and not only under those circumstances, but otherwise, too—opportunities for her to earn money are absolutely key to feeding the children and keeping other things decently together.

This is like the kind of argument you sometimes get in family planning: does providing family planning somehow or other take away from the family structure? In that case, as in this one, I argue absolutely it is to the contrary, that what we are working toward is strengthening the family structure, and this is a very important part of it.

The CHAIRMAN. Senator Biden, we are very happy to have you join us this morning. I know that you are chairing a hearing on an important amendment to the Constitution, the balanced budget amendment, of which I am happy to be a cosponsor. I will put in a little plug for it.

I would like to defer to you at this time so that you can get back to the other hearing.

Senator BIDEN. I thank you, Mr. Chairman. I am going to be in and out of this hearing. I am two floors down. I rank on the Judiciary Committee and we are meeting on the balanced budget amendment. This is not a hearing, but rather a markup. We are in the markup phase.

Let me make just a brief comment before I ask you questions.

While I do not always do so with Mr. McPherson, I concur in his last comment, that it is sort of elementary. You have to be able to eat and feed your family before you can, in fact, care for that family. That is the most elemental requirement.

I think if you look not only at Third World countries but at our own country, one of the reasons why so many women are working is there is an absolute minimum requirement to work because of the requirement, the cost of maintaining a family's food, shelter, and clothing.

There is an amendment that Senator Pell and I authored because of our commitment to this notion which relates to private voluntary organizations.

How important are private voluntary organizations to this issue of women in development? What role do they play?

Mr. McPHERSON. The PVO's take up about 13 percent of our budget.

Senator BIDEN. What percent?

Mr. McPHERSON. I think it is about 14 percent this year. I don't have my figures to the precise tenth of a percentage. But that figure has been steadily moving up, as you know.

The complexion of the work they have been doing, Senator, has been changing. They have kept their traditional, important, charitable activity, but have become more and more developmentally oriented in the work that they are doing. As they have done that work, women

in development issues have become more important. I would envision they would become steadily more so.

The PVO's cover the whole spectrum of AID activity, so you almost have to talk about individual sectors of AID projects.

But I think the short answer is that they are important now and I would expect them to become more and more important in women in development issues.

Senator BIDEN. There are a lot of experts—and I guess the joke about an expert is he or she is anyone from out of town with a briefcase—but there are a lot of experts who have been telling us that a significant training effort for project designers and development workers in Washington and in overseas missions will be required if the effort to integrate women fully into the mainstream of development programs is to be successful.

Do you agree with that? If so, to what extent is such an effort required?

Mr. MCPHERSON. I think training is a key component of development, period, and that is the reason why our overall training budgets have been steadily going up. We are educating and training in some fashion or other thousands more per year than we were just 3 or 4 years ago.

That general principle, as applied to this particular problem means that we have to do more training of women here, too.

In some cases you have to start at a fairly elementary level. It is interesting that in many Moslem cultures, the literacy rate and elementary education rate for women is very low. We have gone into some of those countries in the last couple of years and have said look, we would like to help with elementary education. We cannot get the women available for the higher-level training programs unless they are literate, unless they have gone through some of this.

So, it starts all along the line, and at the bottom of the line.

In short, I agree with you.

Senator BIDEN. How about the actual training of the AID personnel? One of the things that I think you have run into, or at least that I expect you have, from my discussions with people, is at first there are a number of AID personnel who kind of view this as a token effort, that we for years in Washington, not just in AID but in every area, are really big on tokenism.

I wonder how much success you have had in overcoming the notion that this is something other than a token effort and really is a legitimate and important development policy.

You know, I am not casting aspersions on the leadership of AID. All I am saying is that I think it is human nature where you have a program which does not have the biggest budget in the world and people will say we will look that way, or sure. Just how much progress have you made?

Mr. MCPHERSON. It is true that AID periodically had some special directive from Congress to look at some new thing and put a lot of emphasis on it, and the bureaucracy has become accustomed to those things sort of floating along and requiring new actions.

There is also the case, however, that the AID, as a staff, is particularly well-educated and I think as individuals they are fairly sensitive to these kinds of issues.

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Having said that, nonetheless, we have had to make a concerted effort to be sure that people knew we were serious. The concerted effort has been to say that we are not just going to fund little projects off at the side or one component of a project that talks about women, but we want to really integrate these concerns throughout our projects.

To do that it has meant a number of interventions from Washington on projects as they went along, which is educational itself. Also, we developed a program to pull in leadership for special training and we are going to expand it in the bureaus and missions by, in effect, a kind of Harvard case method of discussion. We have found this approach most beneficial during this past year, when 45 senior-level AID personnel participated in training workshops conducted by the Harvard Institute for International Development. These workshops keyed on women in development issues, using the case study approach.

It was the success of these workshops that convinced us to seek the same kind of training opportunities this year and next year, for both Washington and USAID mission personnel.

Senator BIDEN. Can you give me an example of the kind of intervention you have had from Washington. You said there have been a number of interventions. Can you give us an example for the record?

Mr. MCPHERSON. I will tell you of one that I personally saw, noted, and asked about. It may seem a little silly, and in some ways it is silly because it is so elementary.

A couple of years ago, when Uganda was just coming out of a civil war, there were a number of problems—there still are, but there were particularly at that time—we were providing to that country some hoes, hoes with which you work the ground. I said that I wondered if we had a mechanism in place to be sure that whoever is running the farms gets these tools. In other words, if a woman happens to be running the farm, the woman ought to get the tools.

Also, in terms of credit, there is concern that the person who has the farm, the business, or whatever, gets the credit, whether that person is a man or woman, regardless of sex.

A project where there was intervention at a country level was in El Salvador, in the displaced persons project. We were doing some civic works to provide some fairly low paying but still basic jobs for some people. The project was being proposed and worked through the El Salvador Government. The mission there expresed concern that heads of households, those people who were going to be qualified to go to work on these projects, would be defined as being any head of household, and not just a man. There was that kind of intervention.

When you keep on being sensitive, when you keep on talking about those sorts of interventions, and when you review projects with that in mind, over time, people individually and institutionally become really quite concerned. People say, have we thought about those issues before the plan goes off to Washington.

That is working fairly well—not perfectly, but quite well.

As I was saying a few moments ago, Senator, it seems to me that this women in development issue is best presented to Third World countries not so much as a social concern, though we obviously have deep concerns socially, but as an economic issue. When you talk about it economically, then we are able to deal with often male-dominated societies in a very different way, and in a very effective way.

Senator BIDEN. One of the would-be recipients of AID funding has said to this committee that requests for proposals for grants issued by the Board of International Food and Agricultural Development rarely mention the importance of the women's roles in LDC's. Is this generally true of an AID proposal solicitation?

Mr. MCPHERSON. I am not aware that that would be the case, Senator. I don't know just what projects were in mind. I would love to have you, if you would be willing, send us some specifics on that so that we can track it down.

Senator BIDEN. All right.

Generally, though, when such solicitations are made, is it a matter of course that it is mentioned in the solicitation that women's roles in the process are important, or is it just something that is unstated and hoped for? How is it physically handled?

Mr. MCPHERSON. I don't know that I can give you a general rule on the solicitation. But I do know that when projects are reviewed, the question of whether or not women's issues have been taken into consideration is a key point. As projects are reviewed to approval, we ask if we have been sensitive to how women are impacted or are they being fully utilized. That is the point of primary intervention, if you will.

Senator BIDEN. I have many more questions, but the chairman was nice enough to let me intervene at this point.

Let me just say, Mr. McPherson, that I really think this emphasis on women in Third World countries is likely to have a benefit that exceeds the humanitarian, the social, and the economic benefit that is obvious on their face, and that is the notion that women should be treated equally and that we should, as best we can, promote that wherever it can be promoted in the world. There are the obvious economic requirements of enabling women to feed their children and the obvious economic benefit to the community in that country if that occurs.

But I predict to you—and you may agree or disagree—that one of the great benefits of this program will be if, in fact, it really takes root, and I think we would all agree that we are just beginning; it may very well change—and I predict that it will change—the political and social climate of the countries with which we deal.

If we—at least we who allegedly are the ones making policy or being participants at a relatively high level of foreign policy changed, can you imagine what might be different in the Persian Gulf or in Latin America, for example, if, in fact, women had a greater stake in the outcome and a greater say in the process? I suspect the ramifications for women gaining economic access are beyond anything any of us have comprehended. I really mean that. I really think it is the revolution that will take place in the beginning of the 21st century, beyond the Islamic fires that are burning throughout the Persian Gulf, beyond the geopolitical changes which will occur, beyond the economic dislocation and shifts of power that are going to occur between now and then.

I really think that the only way to enfranchise somebody, as I think we have learned from the civil rights movement, the ultimate enfranchisement is economic. All the rest is important, but not nearly as significant.

If women begin to be enfranchised to the same degree or even to a degree approaching what the men in these Third World countries

have, I think we don't have any option of what that may portend for international relations.

This sounds like a grandiose statement. But I think if you examine it, it is really the greatest fruit that could be borne.

Obviously, women could not screw things up any worse than we have. When I say "we," I mean the male gender. We don't have what you would call an admirable track record.

Now I don't mean you and me personally, necessarily, although I include myself as not having an admirable track record. But I mean in the conduct of international affairs, isn't it kind of interesting that it is always viewed as a province in which we don't often think of women.

I don't know of anybody who thinks in terms of a Third World country and says to himself uh-huh, I wonder what 51 percent of that population, or in some cases higher, thinks about the direction we should go. It is just assumed that women will walk three paces behind in Riyadh and so they will walk three paces behind in the whole area. We just don't think about it.

I don't say this necessarily to evoke a comment, although I am not trying to discourage one. But I really think we have here a little thing that some people think—and I am not saying that you do—is a sort of token gesture that we are beginning to make in a little tiny part of our overall, broad foreign policy that is immense. But I think it is like the proverbial seed. It is the thing that is going to change geopolitics. I really think it will.

At any rate, that is one view.

The CHAIRMAN. Thank you very much, Senator Biden.

Senator BIDEN. Mr. Chairman, may I ask Ms. Reynolds one question?

The CHAIRMAN. Of course.

Senator BIDEN. And, by the way, I think the women are going to make almost as many mistakes as we make. I have no hope for a utopia with their involvement. I just think it will be different, and at this point anything that is different would be better.

Ms. Reynolds, the one question that I have for you is this. Can you tell me what progress—I see a man at the press table over in the corner of the room leaning sideways trying to read my nametag. He has never heard of me, obviously.

My name is "Glenn, John Glenn." [General laughter.]

As you can tell, Ms. Reynolds, I am one of the most important men in America. [General laughter.]

Everyone knows who I am.

Let me tell you a true story, Mr. Chairman, in light of this digression.

I have never had a plane held for me in my whole life. I went up to speak at Tufts on international policy before Christmas. I was flattered to be invited to speak.

I was supposed to catch a 3:30 plane out of Boston's Logan Airport. The speech was over at 2 o'clock. A group of professors wanted me to stay around and discuss the issue with them longer. That was their one chance, as you know better than I, to demonstrate to their fellow professors that they can beat up on an elected official. So I did not want to deny them their fun and I stayed around while they had their little

jousting to demonstrate to one another that they knew more than the other.

They said to me if I stayed they promised to get me to the airport on time, that they would hold the plane.

Well, Ms. Reynolds, no one ever has held a plane for me in my life. They don't even hold a car for me, let alone a plane. [General laughter.]

This really is a true story which shows just how significant I have become.

I headed toward the airport and, as usual, no matter what time I have ever been in Boston the tubes were blocked as always, the tunnel going to the airport.

I hit the curb at 3:30 on the button. The plane was to leave the gate and take off at 3:30. I went running to the plane, as you have done a thousand times, Mr. Chairman. Obviously it was the last gate and the last concourse. I am running down the way, out of breath, and I can see this guy down there from Allegheny Airlines, or U.S. Air, with a red coat on, and I figured that he was the guy, he was holding the plane. My God, I can't believe it, I have arrived.

I ran up to the guy and I could see out of the corner of my eye that the plane was still there. I said, "Is the plane for Philadelphia still here?" He said, "Yes, we are holding it for a Senator." Then I said, "I think you are holding it for me." He said, "Huh?"

Well, I would not quote him exactly because it would not be appropriate for the record. But he looked me straight in the eye and he said, "Dammit, I thought we were holding this plane for Kennedy."

This means, had they known they were holding it for me, it would have been long gone. [General laughter.]

So, it is no wonder the gentleman over there at the table has no idea who is asking the questions. [General laughter.]

The CHAIRMAN. Senator Biden, let me interject very quickly that I have had an arrangement with the airlines for years. If I am not there at the appointed time, they should leave without me. They have always kept to the agreement. [General laughter.]

Senator BIDEN. Ms. Reynolds, as briefly as you can tell me, what kind of progress is being achieved at the United Nations on the status of women, from an economic perspective?

Ms. REYNOLDS. Do you mean women within the U.N. system?

Senator BIDEN. No. I am talking about the same progress we are attempting to deal with here, making some progress for women in the LDC's, economically. Can you give us your sense of what the attitude about that is?

Ms. REYNOLDS. Well, first let me say that others may not hold a plane for you and Senator Percy, but I would be glad to hold the door for you anytime, considering your attitudes about women. [General laughter.]

Senator BIDEN. It depends on whether you are holding it for us to come in or go out. [General laughter.]

Ms. REYNOLDS. The experience that I have had personally is it is very uneven how women are doing economically. It is a very important factor and some countries are doing better than others.

There are a number of African countries, at least which I have visited, where women play an important role in the economics. They

control the business, for example, but they don't have any political power. They don't have a say in shaping foreign policy or public policy.

So perhaps that is the next step.

Many of them don't even seem as interested as you and I might think they should be because they control the purse strings in some countries. But, beyond that, they do not have the kind of power that we American women and Western women often wish we did.

I think the economic attitude of AID and the whole idea of bringing women along economically, of course, is the answer. You must begin with literacy. You can't do very much unless you can read and write.

Those are areas where I see the glass as half full. And yet, I really am not an expert. I know only what I have observed and heard and talked about with my friends from other countries.

Senator BIDEN. I appreciate your answer and I appreciate your indulgence, Mr. Chairman.

I will try to get back for the next panel, if I can. I thank you for allowing me to ask these questions.

The CHAIRMAN. Thank you very much, Senator Biden. And good luck on the amendment.

We will look forward to having you return.

I have additional questions which I am going to submit for the record, which will immediately follow the questions that I have asked.

[Additional questions and answers follow:]

MR. MCPHERSON'S RESPONSES TO ADDITIONAL QUESTIONS SUBMITTED BY SENATOR PERCY

Question 1. Has AID hired relatively more women professionals? Is there an active effort to recruit and promote women professionals?

Please supply information on trends for hiring women professionals in AID over the last 10 years.

Answer. The data prior to 1981 is not readily available in a disaggregated manner. The data between 1981 and 1984, however, shows an increase in the percentage of women in AID's workforce at both the "professional" and lower levels. It should be noted, moreover, that the definition of the terms "professional" is currently being discussed and clarified within the Federal Government.

Two charts are attached which show, first, that in the last 3 years the female percentage of higher-graded (equivalent to GS 11–18) jobs has increased from 20 percent to 22 percent. A second chart shows that the female percentages of our last 10 classes of International Development Intern programs have risen to 52 percent this summer. The IDI program is our major entry-level professional hiring mechanism for the Foreign Service.

Disaggregated data on AID leadership positions shows a slightly rising trend from 10 percent in 1980 to 11 percent today, while the absolute number has risen from 17 to 23.

AID FULL-TIME PERMANENT WORK FORCE [1] (1981–84)

1981				1984			
Grade	Total	Women	Percent	Grade	Total	Women	Percent
18 to 11	2,718	537	20	18 to 11	2,700	589	22
10 to 2	893	789	88	10 to 2	731	649	89
Total	3,611	1,326	37	Total	3,431	1,238	36

[1] The work force includes all Civil Service and Foreign Service employees converted to equivalent grades.

Source: M/PM

COMPOSITION OF SELECTED INDIVIDUALS FOR THE IDI PROGRAM (1980–84)

IDI class year		Total	Men	Percent	Women	Percent	Minorities	Percent
No.	Date							
19	May 1980	25	15	60	10	40	4	16
20	December 1980	16	12	75	4	25	2	13
21	May 1981	16	12	75	4	25	4	25
22	January 1982	17	11	65	6	35	1	6
23	September 1982	14	9	64	5	36	1	7
24	March 1983	19	13	68	6	32	2	11
25	September 1983	24	14	58	10	42	3	13
26	March 1984	31	17	55	14	45	5	16
27	September 1984	[1] 29	14	48	15	52	5	17
Total		191	117		74	39	27	14

[1] Subject to the approval of the Director of Personnel.

Source: M/PM.

Question 2. Some experts have stated that while integrating women into mainstream development efforts is a worthy goal, there is still a need for certain kinds of "women-only" projects. Could you comment please?

Answer. The basic thrust of the Agency's Women in Development policy is to integrate women and girls into the mainstream of mission and central bureau programming. Exceptions to this general rule exist when particular imbalances need to be redressed regarding access to productive resources (such as credit and technology), training, and education. Small-scale, peripheral, discrete "women's projects," with PVOs or otherwise, may have value as targets of opportunity and these are not discouraged—as long as they do not reinforce the marginalization of women from mainstream economic life. Below are examples of women-specific projects supported by the Office of Women in Development:

In conjunction with the Bureau for Private Enterprise, the Office of Women in Development is supporting the activities of Women's World Banking (WWB). Through a series of host-country affiliates, WWB provides guarantees to banks to facilitate comercial loans to women-owned and/or operated small and micro-businesses. In most instances these women would not have access to commercial loans.

The WID Office provided funds to the International Center for Research on Women (ICRW) to conduct a study of women applicants to the Solanda Housing Project in Ecuador. The results showed that over 40 percent were women who head households and who were too poor to qualify for the project's credit program. This credit program is currently being redesigned to take into account the special needs of women borrowers.

In Nepal, a "Girl's Access to Education" project is about to be initiated—with a potential for world-wide replication. In Nepal, female literacy is only 8 percent of that of the males, while local literacy is only 27 percent of the population. The imbalance between females and males is caused in large part by labor requirements for girls (principally in agriculture and childcare). This project will address these constraints in an attempt to increase the number of girls who can remain in school.

It must be noted that all of these project examples are designed to bring women and girls into the mainstream of AID's overall development efforts. The above examples are targets of opportunity which do not reinforce the marginalization of women from the mainstream of economic development.

Question 3. One potential recipient of AID funding has said that Requests for Proposals (REP's) for grants issued by BIFAD rarely mention the importance of women's roles in LDC's. Is this generally true of AID's grant proposal solicitations? If so, should they be improved? Would you agree that the mention of women's roles would help ensure that they are fully taken into account during the design phase of development projects?

Answer. The Agency is convinced, as outlined in the Women in Development Policy Paper, that the disaggregation of data by sex must be included in all project documents, including CDSSs, PIDs, PPs, and RFPs. It is, therefore, essential that project design teams include gender distinctions with their socio-economic analyses to ensure appropriate proposal solicitation.

The Agency has established a number of mechanisms to ensure that these critical project documents take women's roles fully into account. Guidance cables from the Administrator to the missions have mandated the inclusion of women's roles in appropriate project designs, CDSSs, and policy documents. The WID Office staff and the WID officers from the central and regional bureaus also participate, as much as possible, in the review process on the project design documents in order to monitor the inclusion of women's issues.

Nevertheless, the Agency recognizes that much remains to be done to improve this monitoring system and the Agency is studying ways to ensure the integration of women into the total development portfolio.

Question 4. Please disaggregate by sex the data on male and female Mission Directors and Deputy Mission Directors for the last few years (ratio of men to women).

Answer. The attached table identifies the ratio of men to women in executive-level assignments for the years 1980 through 1984.

NUMBERS OF WOMEN IN EXECUTIVE-LEVEL ASSIGNMENTS FOR THE PERIOD JULY 1980 TO JULY 1984

	Female population		Female population AID/W and OS	Incumbered positions				Total population AID/W and OS	Percent female
	OS	AID/W		Total AID/W	Percent female	Total overseas	Percent female		
July 1980	6	11	17	72	14	94	6	166	10
September 1981	8	9	17	77	12	100	8	177	10
October 1982	10	12	22	84	14	109	11	193	11
October 1983	9	13	22	88	15	116	10	204	11
July 1984	8	15	23	89	17	122	7	211	11

[illegible].—Count includes for AID/W positions: DAA's, Office Directors plus ESS offices. Count includes for OS positions: Mission directors, deputies, [illegible] representatives, AID affairs officers, heads of regional offices and their deputies, that is, REDSO's, ROCAP, etc.

Revised: July 24, 1984

The CHAIRMAN. Also, the record will be kept open so that you can answer questions from Senator Biden that he has not asked but which he may submit to you in writing.

I want to thank both of you very much for your thoughtfulness in being here with us today, and for your very helpful testimony. Also I want to thank you for your dedication to this program, which means a great deal to all of us, particularly also for your dedication, Mr. McPherson, to the developing nations. The private voluntary organizations, as you and I have discussed many times, have contributed so much to this effort beyond what we are able to do in Government. We have the benefit of topnotch boards of directors, we appreciate their sense of direction, we get public participation, and we see them stimulate an awareness from the American public as to how intimately involved the American people are in affairs abroad.

I want to commend you on the number of women in AID who have policy positions, a few of which have come from my own staff. I am very proud of them. I hate to lose them. On the other hand, I am delighted to see them go on and carry on with additional responsibilities there.

We appreciate very much your being here. Also, Ms. Reynolds, please give my best wishes to Ambassador Kirkpatrick.

Mr. MCPHERSON. Thank you, Senator.

Ms. REYNOLDS. Thank you, Mr. Chairman.

The CHAIRMAN. I would ask our next panel to please come forward now. The members of the panel are Vivian Derryck, David Guyer, Pat Hutar, C. Payne Lucas and Elise Smith.

I understand, Ms. Derryck, that you must attend a noontime luncheon, so we will ask you to go first. In fact, why don't we proceed in the sequence in which I called off your names.

Our first witness will be Vivian Derryck, chairperson, Coalition on Women in Development, and executive vice president and director of the International Division, National Council of Negro Women.

STATEMENT OF VIVIAN LOWERY DERRYCK, CHAIRPERSON, COALITION ON WOMEN IN DEVELOPMENT, AND EXECUTIVE VICE PRESIDENT, DIRECTOR OF INTERNATIONAL DIVISION, NATIONAL COUNCIL OF NEGRO WOMEN, WASHINGTON, DC

Ms. DERRYCK. Thank you very much, Mr. Chairman. I appreciate the opportunity to speak first. The luncheon that we are having is a regular meeting of the Coalition of Women in Development, and we are fortunate at this time to have Dame Nita Barrow, who was the convenor of the NGO forum, as our speaker. We feel that that fits directly into what is happening here today.

I do appreciate this opportunity.

It is an honor for me to speak before you to discuss effects and implementation of the Percy amendment to the Foreign Assistance Act of 1961.

This morning, I speak before you wearing two hats. In my voluntary role, I am chairperson of the Coalition on Women in Development, a group of practitioners and policy-makers in Washington, DC, who gather quarterly to discuss the implications of foreign relations and development assistance policies on women in the developing world. The coalition is comprised of more than 100 members and 40 organizations.

All members, both individual and organizational, have a strong international development orientation and substantive knowledge of the developing world.

In my professional role, I am also the executive vice president and director of International Programs for the National Council of Negro Women. NCNW is a 49-year-old umbrella council of black women's organizations. It has over 35,000 members and direct outreach to more than 4 million black American women through 29 affiliated organizations.

Our membership in 34 States is eager to expand the contribution that they, as black women, can make to improving the status and opportunities available to women as they view their sisters overseas.

NCNW is one of two women's PVO's primarily focused in technical assistance overseas, the other being the Overseas Education Fund of the League of Women Voters, and the only minority PVO involved in delivering technical assistance specifically and primarily to women.

Therefore, Mr. Chairman, as I wear these two hats, my testimony will reflect the particular perspective of being a minority within the very small minority of men and women who concentrate on women's roles in international development.

In the interest of time, I will summarize the first part of my statement.

The CHAIRMAN. I would appreciate that very much.

By the way, because we were given an hour for this panel, the more time we take in our statements, the less time we will have for questioning. Possibly, therefore, if you could summarize in 5 minutes, that would be very helpful and will allow the maximum time for questioning.

Ms. DERRYCK. I will certainly try, Senator.

In beginning my preparation for this, I went through the basic five questions, the journalistic five. First was who, who are the target beneficiaries of development. Looking back, 10 years later, I don't think that has changed very much. It is still rural, poor women, without necessarily income generating skills and certainly in many cases without literacy.

Ten years later, that is still a priority. But I think we have to expand our efforts to look also to women who live in urban situations, because the massive out-migration literally everywhere in the developing world to urban areas has made urban women a focus and they should be a focus of our activities.

The second question was what.

I think 10 years ago, we were looking at basic human needs and our efforts to fulfill those basic human needs. Ten years later, I see us shifting very gradually from that emphasis to an emphasis on economic empowerment for women. And, as Senator Biden said earlier, and to paraphrase Kwami Nkuma, seek ye first the economic kingdom and all things shall be added unto you.

When I look at the where, I think we are still looking at women primarily in rural situations, but, again, we have to begin to expand our focus to include women in urban settings.

It is the how that I would like to address specifically.

The how question revolved around a major issue: how to get development planners and politicians to see the pivotal role that women had to play in any successful development efforts. The strategy for male involvement led to discussions of effectiveness. Which were more effective: women specific or women integrated projects? We know now that the answer is that we still need both.

Women specific programs help women learn the fundamental skills necessary to their particular development efforts in a supportive environment. Women specific programs build confidence.

Furthermore, in many nations, custom, if not legal constraint, still prevent women from participating in mixed sex training. The women specific initiatives offer the only viable programs available to these women.

After participation in women specific programs, women are ready to participate more actively and more effectively in integrated projects.

Curiously, the National Council of Negro Women has found that in the field the debate on women specific versus women integrated often becomes a moot point. The critical factor is not women specific or integrated, but rather that the majority of participants are female.

We have found that after one has fought to get the project approved and funded, the next battle is to get women involved at all, because

men find the project so intriguing and potentially so income-enhancing that they want to assume the places set aside for the program.

However, if the majority of the participants are women, the women are likely to be assertive and effective participants.

The where question has been dealt with. The why question was always the hardest.

Suffice it to say that I do not think that the goal has changed at all. The goal in 1973 was social and economic equity for women. The goal in 1984 remains the same.

Now I will turn briefly to some specific recommendations that have emerged from the coalition's meetings and from discussions with other NGO's and PVO's that are involved in WID activities.

In preparation for these hearings. the Coalition on Women in Development held a set of meetings in which members discussed key WID issues and raised questions about new directions for the next decade. Participants in the meetings agreed that there are certain alarming trends in international development that can be particularly harmful to women. I will mention three of those here.

First is the tendency for women to be further marginalized by the growing weight of Third World debt and austerity measures imposed by governments to help their troubled nations to survive financially. Second is the growing number of women employed in runaway shops created by United States or other industrialized nation corporations that are setting up businesses in LDC's in order to take advantage of lower wages and tax benefits not available to these companies in their own nations.

Women are suffering through low wages, unsafe working conditions, the lack of training opportunities and often the threat of being fired if they attempt to unionize.

Third, and finally, is the need for well-designed formative and summative evaluations by AID and multilateral agencies on women specific projects.

Here are some specific other recommendations.

First, the integration of women into sector-specific activities should be continued and increased. U.S. assistance efforts should focus on the sectors of education, income generating skills building, population/family spacing programs, food and agricultural productivity increases, and private enterprise development.

All are related. I will not belabor those interrelationships here. In terms of new directions and priority sectors, current policies seem to be moving away from an emphasis on satisfying basic human needs. The new U.S. emphasis is on small-scale enterprise development and access to credit.

In some respects, this is good, particularly for women specific activities because women are the persons least likely to have the ability to amass the money to move their subsistence sector businesses into the modern market economy of loans, collateral, interest, et cetera.

Several nations have had great successes with revolving loan funds, particularly when they are targeted to a specific subset of the society. The concept needs to be broadened and the potential for replication explored as it relates to women.

Third, programs related to agricultural productivity increases are critical and should be expanded. This is particularly true in Africa.

Although elsewhere in the world, agricultural productivity increases are outstripping population growth, this is not the case in sub-Saharan Africa. New agricultural technologies suited to women, who are, after all, 90 percent of the agricultural labor force in some African countries, should be introduced. Elsewhere, the impact on women of new agricultural innovations should be evaluated.

In short, women should become a priority for development assistance funds in Africa, the continent that really has the nations that are among the poorest of the poor.

Women specific programs need to be retained and strengthened. Not only do these programs provide a low-keyed introduction to the changing world of modernity, they insulate women against the worst abuses of being ignored in large projects.

Mr. Chairman, a hearing of this kind would not be possible without the unique qualities and perspectives that PVO's bring to development activities and WID activities in particular.

PVO's and women's organizations as a subset of PVO's are a key bridge between the average citizen and her government. Again, I will not belabor the wonderful things that PVO's do.

The CHAIRMAN. Ms. Derryck, if you could summarize your statement, now, please, we would appreciate it.

Ms. DERRYCK. Yes.

But in order to correct that underutilization several members of the coalition propose the creation of a women in development foundation based on the model of the Asia, Inter-American, and African Development Foundations. This foundation would be a small agency to serve as an intermediary between United States and international women's organizations active in development technical assistance and women's organizations in the developing world.

The foundation would work in cooperation with the PPC/WID Office of AID. While the WID Office monitors the Agency for International Development and women's integration into its activities, and coordinates multilateral initiatives in women in development, the new foundation would operate as a "Quango," a quasi-autonomous, nongovernmental organization, a small foundation that could give grants ranging from $5,000 to $250,000 per year to strengthen and develop women's organizations.

The foundation's research and evaluation of small grants and their multiplier effect would also offer a major contribution to the data of women in development.

Finally, Mr. Chairman, I would urge the U.S. Government, the Agency for International Development, and the PVO's there are here presently and others, to think about the importance of encouraging minority participation in development activities. I would urge that these groups think of the resources and special consideration and affinity that women of color, who are two-thirds of the women of the world, have to women in this country.

I have appreciated the opportunity to address such a distinguished group of decisionmakers, and it is a responsibility that I did not take lightly. We know that the United States has been a moving force behind the integration of women into development activities, and we hope that in the year 2000, our words and commitments will have made a difference to the achievement of the goal of social equity and the amelioration of poverty.

Thank you, Mr. Chairman.

The CHAIRMAN. Thank you very much.

Next we will hear from Mr. David Guyer, president of Save the Children.

STATEMENT OF DAVID L. GUYER, CHAIRMAN, AMERICAN COUNCIL OF VOLUNTARY AGENCIES FOR FOREIGN SERVICE AND PRESIDENT, SAVE THE CHILDREN, INC., WESTPORT, CT

Mr. GUYER. Mr. Chairman, there is no doubt that the linchpin for the action we are talking about this morning came from the Percy amendment and the 1975 International Women's Year in Mexico. Based on that, many things have happened. We have talked about the macro so far today, and we are going to hear a little more about the microlevel from groups such as ours.

We are grateful that this has engendered a series of activities, both on the bilateral side with USAID and with our other aid programs, too. Let's not forget CIDA and NORAD and DANIDA and others who have picked this up from the United States. Of course, there is the U.N. family, which, as we heard earlier, is very involved. There is UNICEF and UNDP and, last night, there was the launching of the U.N. Voluntary Fund for Women at which many of us were present.

So, much has happened.

Now, as far as the consortium is concerned, I also speak this morning as the chairman of the board of the American Council of Voluntary Agencies.

I think one of the most important developments in many years occurred on Tuesday of last week, when PAID [Private Agencies for International Development], and the American Council [ACVAFS] merged.

On July 1, a large, new organization with about 130 members of our community will be under one banner. It is an agency which does not yet have an executive director and does not have a name. But on the first of July, I think you will find a consortium that will be speaking with one voice, a louder voice, on many of the issues that came up this morning.

In that new consortium, two of the major standing committees will be on development education, and I am sorry that Senator Biden is not here now because he has been so helpful in beginning this process, and in development assistance, which we heard a great deal about earlier.

As far as our agency is concerned, we felt that in getting into the action ourselves, after the Percy amendment and the world conference, we had to make sure the board was behind us. We have a wonderful board. Two of the members are here this morning, Glen and Millie Leet. We have three married couples on the board and about a third of the board is female. One member is 21 years old, a student at Princeton; another is 88 years old. It contains a vast variety of experiences.

They instructed staff that this is going to be an extraordinarily important part of our overall programs 10 years ago. They did more than that. They put two bird dogs on us: Mrs. Leet, who is here today, and Marion Fennelly Levy, who is not here today. They have been watching this process ever since we began it 10 years ago.

Today we are very proud that 72 percent of our headquarters staff are women. But I think we are even more proud of the fact that in the key department that runs these programs around the world in 38 countries these days, our vice president in charge of the whole operation is a woman, Phyllis Dobyns.

We have six divisions, and three of those key divisions are headed by women: Dr. Pratima Kale, for all of Asia and the South Pacific, with 11 programs there; Mrs. Judith Obermeyer, who speaks Arabic and was educated at the American University of Beirut, handles all of our Middle Eastern efforts, including the very dicey Lebanon program; and a marvelous women, Mrs. Helen Sheirbeck, a Lumbi Indian from North Carolina, is in charge now of our entire Indian program which represents programs in 60 tribal reservations within the United States.

I think part of the strength of our program is due to that infusion of women power on the decisionmaking level, and not just in the clerical or secretarial levels.

Overseas, the program operates in 2,000 communities in 38 countries, touching the lives of about a million of the poor majority, and 90 percent of the community committees which have been set up have women participation.

But we did not stop there. We felt that, even though there is participation, there should be certain funding that is made available only to those women groups, because oftentimes they were not the leadership. So, in all these committees, a certain percentage of funds go to the women's standing committee of the main committee.

That gave some teeth to the setting up of revolving loan funds and, as we have said many times this morning, the chance for economic advancement which is key.

The other key factor that we found is integration of the women's groups into the overall groups, whatever it happens to be—the committees, the projects themselves, whatever. It cannot be in isolation.

I will conclude now because I see the yellow light is on.

In conclusion, special emphasis for all our agencies has to be given to the women's element. It cannot be a silent emphasis. It must be a loud sounding emphasis.

Second, the women's program should not be isolated from the mainstream, but part and parcel of it.

Third, we cannot tackle this ourselves, we as an agency, even our consortium, even with the high hopes that we have for it. We have to work with AID. We want to work with AID, with the United Nations family, and with the other consortia throughout the world, such as the newly formed Save the Children Alliance, consisting of 16 members, with whom we met last week in Montreal.

So, we congratulate you for getting this linchpin started. We expect the second decade to pick up in steam and effectiveness, and we are very pleased to be a part of the process.

Thank you.

[Mr. Guyer's prepared statement follows:]

PREPARED STATEMENT OF DAVID L. GUYER

Thank you, Mr. Chairman. I'm delighted to be back before you and the other distinguished members of this committee once again. I also want to join my many

colleagues here today, as well as the many more who are present only in spirit, in recognizing you for the leadership you have displayed for so long in focusing our attention on one of the most essential elements of the development process. These issues, relating to the role of women in the struggle of developing peoples and countries to lift themselves out of poverty, are not particularly glamorous. Nor are they likely to attract the attention of the mass media. Yet as you have reminded us so often, the ultimate effectiveness of a great deal of our work depends on the extent to which we address the special needs and role of this half of our human race.

In addition to my role as president of Save the Children, I serve as chairman of the American Council of Voluntary Agencies for Foreign Service, a 40-year-old association of the major private and voluntary agencies working on international development, relief and refugee assistance. I am pleased to tell you that the voluntary agency community is well on its way to the forging of a new strength and unity through the merger of the American Council with Private Agencies in International Development, the dynamic new grouping of PVO's of which my colleague Elise Smith serves as President. This new unified association, which will come into existence on the first of July, will bring together more than 130 American based voluntary organizations working around the globe. These organizations spend more than $1.5 billion each year on international projects, the great bulk of which (about $1.1 billion) is raised from contributions made by private citizens. Many of our groups also work in partnership with the U.S. Government through grants from the Agency for International Development (AID).

In preparing for this testimony, I did a very informal and rough survey of some of the progress being made by PVO's in designing and implementing programs which focus on women. My report to you is that we are moving forward, although we have a lot further to go. Many exciting things have happened in our community since the passage of the Percy Amendment and the 1975 World Conference of the International Women's Year in Mexico City.

Voluntary agencies have the reputation—one which I believe is quite justified by our track record—of being innovative and taking risks, of breaking new ground and building small-scale models for successive development which can be replicated on a larger scale by governments and international organizations with greater resources. In the area of women in development this is to a certain extent the case, although I must say that for many of us (and especially those of us in older, more male dominated organizations), our attention to the issue was drawn by outside forces—notably the efforts of this committee nearly a decade ago.

In 1975, the American Council of Voluntary Agencies formed a Committee on Women in Development, which, after intensive studies of the work of many of our organizations, published a document called "Criteria for Evaluation of Development Projects Involving Women." This was a first attempt to provide tools to help PVO's more effectively assess the impact of their projects on women. And the rhetoric contained in that document is very much the same as what we are hearing today. The case has been made and I needn't make it again. What, though, has happened since that time?

The truth is that while everyone says all the right words about women in development, we don't always design our activities in a manner consistent with our words. It is a real struggle. Somehow after all these years we still tend to think of the development process with one part of our minds, and about women with another. Instead of seeing the development process as the integrated whole it is, we isolate the problems of women off into a distinct corner. We are not yet adept at recognizing that all our programs have an impact on women—either positive or negative, and whether we intend it or not. We further forget that women invariably have an impact—and often the critical one—on the success or failure of our development assistance interventions. In short, in order for any of our work to succeed, the range of issues affecting women must be factored in.

Having said this, let me emphasize now what has been done. In the past 10 years, voluntary agencies have invested an extraordinary amount of time, energy and resources on these issues, and have even undergone somewhat of a revolution within our own organizations. This includes both the older, well-established organizations, specialized agencies such as the Overseas Education Fund, which focus specifically on women's issues, and many newer ones with a broad range of program orientations. Thousands of projects have been initiated, both privately and publicly funded, with the goal improving the status of women and bringing them more fully into the "mainstream" of the development process. These projects include those aimed at "women only," as well as those which integrate

women into broader strategies. These projects have been successful, and are making a difference. I'd like to share with you a bit of the experience of Save the Children in learning to promote this kind of activity. I am speaking about the experience of Save the Children, but only because it is most familiar to me. Many of our other PVO's have gone through a similar process.

A major problem with integrating women into development programs is that this segment of society is often poorly represented, and their needs are not expressed by the traditional leaders in many developing communities. Women play a hidden role, and our notions of what they do, what they need, and how they contribute, are vague and misinformed.

Save the Children's goals in emphasizing women in development have been to bring women more fully into the decision-making process, to try to meet their needs, and to increase the awareness of all concerned that they are an important, contributing part of the community. To achieve this, both the women themselves and the traditional leadership of the community must be persuaded that broadening the base of participation and decision-making will best serve the community's long-range interests. In most societies, this is revolutionary.

Save the Children's recognition of women as essential players in the development process has a long history. As a child-oriented agency, we have always had to be concerned with the role and activities of women in our program areas. For instance, child nutrition programs and health services do not work if the mother doesn't participate. As we moved toward a community based integrated rural development (CBIRD) model in the early 1970's, we became even more aware of the need to draw on the resources of women. The CBIRD model is intended to work with the broadest possible representation of community—and especially those segments not part of the leadership, such as women.

In the mid 1970's, two landmark actions underlined the fact that not enough was being done to bring women into the development process. The 1975 U.N. Conference on Women and the adoption of the Percy amendment provided a new focus on the needs and the potential contributions of women in developing countries. This coincided with Save the Children's decision to study and intensify our own response to women in the developing world. Over the past 8 years, we have acquired important insights, extensive field experience, and several hard learned lessons.

When we began, there were several obstacles that had to be overcome before the process could even begin. The baseline surveys of communities done at that time did not represent the full range of activities going on in the village because women were rarely involved in the survey. The surveys were designed and conducted by men, who tended to describe women's work as primarily related to women and children. This resulted in many misperceptions and mistakes. For example, men were offered agricultural training, even though the women and children were frequently the ones responsible for crop cultivation.

In addition, almost all field staff in development and government agencies, including Save the Children, were men. This made an appraisal of women's activities twice as hard to accomplish. Not only were women in communities silent, but our own male staff had little or no access to them. It became increasingly clear that there would have to be more women on staff in the field to work with village women in identifying problems. To begin to address this problem, we created a position within each of our field offices specifically charged with working with women.

In many countries, hiring these female field workers was unprecedented, and they needed extensive training in group leadership, resource management, needs assessment and program planning. Workshops and training conferences in the field were undertaken to engender a fuller understanding of women's role in community and family life, but also—in some instances—to persuade our own staff that this was an issue worth pursuing. On a broader level we have found ourselves addressing the problem through something of an evolutionary process—today, the person responsible for all program activities of Save the Children is a woman, as are three of the six Regional Directors. In fact, more than half our worldwide staff are now women.

Among the key lessons we have learned is the fact that it is essential to identify and foster the development of women's groups in each community. Almost every community has some kind of traditional grouping of women. Women gather to wash clothes, to process grain, to draw water or attend religious ceremonies. For many women, these groups become the only window to the world beyond their home. Through the skills they learn about leadership and working together with one's peers, they prepare themselves for greater participation in the larger community.

Many people question the value of these "women only" projects, claiming that they only serve to perpetuate the existing isolation of women. This is certainly true where they are seen as an end in themselves, and become institutionalized on their own. Our experience, however, is that where programs aimed at "women only" are used as part of a process building toward participation in the larger community, they serve to pave the way, build skills, trust, credibility, as well as to provide the women with some leverage to use in finding their way into leadership dialogue.

The essential next step, then, is to link these traditional women's groups with the broader community committees so that the women's needs can be addressed as part of the larger unit. Today, Save the Children is working in some 2,000 villages in 38 countries. At this time, between 90 and 95 percent of the community committees responsible for the decision-making process in our programs have women as full participants. This somewhat astounding statistic did not come easily. It has, as I have indicated, been a long and difficult process with many setbacks and frustrations. It has developed through a slow process of building confidence and exploring potential in many different concrete areas of activity.

The range of activities Save the Children has undertaken to accomplish this is enormous, reflecting the diverse natures of the communities we serve. It includes the creation of cooperatives, credit unions, income-producing activities, training programs, garden projects, etc. I'd like to give you a few concrete examples of the kind of activities we are undertaking around the world. Again, Save the Children's experience can, I believe, reflect that of the broader community.

INDONESIA

In the village of Pulo Mesjid in Indonesia, the women who came together for a Save the Children nutrition demonstration project decided to form a credit union. Their reasons centered on the seasonal nature of their income which depended on the harvest of rice and coffee. Their family's need for money, however, was not seasonal—especially monthly school fees, books and medical costs. Families were known to pawn all their belongings to meet the costs of medical care for a sick child. The women believed that a credit union could help them through these tough times, so Save the Children contributed a small amount of capital and the interested women paid a membership fee of 1500 rps. (or $2.50) to join. A woman can first borrow $5.00 and when repaid, $10.00. If a woman does not repay her loan, the other members of the group visit her home to find out why. Theoretically this could mean that 90 women might appear at the home of the defaulter. Whatever the number, the group pressure is sufficient, and the women's group enjoyed success. (In fact, this model has been applied with success around the world. It is interesting to note that globally, women enjoy a loan default rate substantially lower than that of men.)

Later, this same group of women initiated their own form of health insurance plan. By contributing one handful of rice per month per child and giving this to the village health center, the children of each member were entitled to receive needed treatment at the health center at no cost. These successes have encouraged the women to subsequently form a day care center, a women's center and other credit unions. Clearly, an effective process has been sparked that will continue to help the women, the children, and all members of the community.

UPPER VOLTA

The tradition in Upper Volta is that when a man dies, his wealth, wife and children become the property of his oldest surviving brother. Widows are "taken care of" in this manner, with no property or status of their own. As the level of hardship for everyone has increased in this stricken country, surviving brothers increasingly take only the assets—the property from a dead brother, leaving the widows to fend for themselves. Until very recently, these widows were completely unable to function within the society, since they had no status, no homes, no money, no friends, and no way of caring for their children.

In 1973, one such widow, Madame Kabore, decided that by getting together with others in similar situations, this could be changed. She founded The Widows and Orphans Association of Upper Volta as a means of helping these outcasts to function in society. The Society now has over 1,500 members, 500 of whom live in the capital city of Ouagadougou. With Save the Children's assistance, it has built training facilities and community centers, offered classes in health, nutrition and literacy, and through a series of cooperatively operated income generating projects, has helped many women to provide for themselves and to participate for the first time in the larger society.

TUVALU

The most notable aspect of Save the Children's program in Tuvalu is its structure. Tuvaluan women already have an institutional framework through which they meet together: a National Women's Council based in the capital, and a Women's Committee on each of the nine islands. Save the Children's efforts have focused on strengthening this national network and assuring that it is a strong component in the national development dialogue.

The National Women's Council and Save the Children have recently undertaken and completed a comprehensive review and prioritization of the country's development needs from the perspective of women. They have also developed specific criteria and application forms for projects proposed by island Women's Committees in the areas of agricultural production, poultry, home improvements and health and sanitation.

Many such projects have already been undertaken. On Nanumanga Island, chicken wire and a water catchment and storage system were provided for a women's poultry project. Preschool and women's centers have been organized and built. On a national level, Save the Children is expanding an earlier smaller program to provide materials at subsidized rates for home improvements. These and the many other specific projects are not only meeting urgent community needs: they are also helping to strengthen the newly born national women's network and improving its project planning and administrative capabilities.

COLOMBIA

Since 1979, Save the Children has invested more than $250,000 in a project to support Colombian peasant women in improving their social and economic productivity.

The first phase of the project involved the formation of 54 village level women's clubs (Clubs de Amas de Casa) capable of organizing and managing small revolving loan funds. Extensive training was provided in leadership, organizational, financial management and communication skills, as well as in health, nutrition, child care, first aid and home gardening. The potential for the availability of loan funds was used as a major incentive toward the formation and recruitment of members in the new clubs.

Phase II, the current phase of the program, has as its primary objective the development of profitable small scale enterprises through the use of the revolving loan funds. Again, training is an important component, both in project planning and design and in the specific areas of enterprise being undertaken, such as pig raising, potato growing, basket weaving or sewing. To date, over $75,000 has been invested in dozens of separate productive activities through the loan funds. The economic impacts on the communities are beginning to be felt. But equally as important, the women who are participating in the program are being opened up to an expanded view of their place in society. As one beneficiary program explained to a recent Save the Children evaluation team: "The clubs have helped us change our lives. We now interact with our neighbors and have a higher level of unity."

HONDURAS

In the village of Esquimay, in impoverished south Honduras, a group of local women came to Save the Children seeking assistance for a project they had in mind. They explained that the primary source of income in Esquimay was the sale of rosquillas, a hard biscuit made from corn and cheese. Grinding the corn was a long, laborious job—so time consuming that the women were never able to produce enough to make as many rosquillas as they could sell.

A housewives' club in the community, headed by a particularly dynamic young woman by the name of Lucinda, had heard of Save the Children and thought it could help. The agency asked for a meeting with the entire community—men and women—to appraise whether an integrated community based program would be feasible and of interest to the community. Since it was, a community committee was formed and the process began. Although there was some reluctance on the part of men to have women participate in the meetings, it was, after all, the women's club that had brought in agency assistance. After careful needs assessment with community leaders, it was decided that a motor driven corn mill to increase production of corn meal and reduce women's labor would be the most beneficial first project for the entire community. This agency donated the down

payment for the corn mill and made a loan to the community committee for the first payment. From the proceeds earned by the mill, the loans were repaid and rosquilla production and sales increased. Additionally, women had more time for child care and households tasks.

These are just a few examples pulled from the myriad of projects we are working on to meet the very real—and all too often unexpressed—needs of women in developing countries. In some cases, women are the direct and primary beneficiary of the projects. In others, women are only one of the many indirect beneficiaries, but their needs and skills are included in the program design. In both, the goal is to bring women more fully into the development process, with the final result that all parties—women, men, children, families, and entire communities—benefit.

One of our most important achievements over the last eight years has been increasing an awareness of women as part of the broader community whose needs must be considered; *and* as a valuable segment of the society with special skills and means of contributing to the comunity's growth. Save the Children's philosophy holds that people themselves must choose how—or if—they wish to change their lives; that as many groups as possible in a community ought to be represented in the process of deciding; and that community life must be viewed in the broadest perspective.

It has been more than 8 years since the U.N. Conference on Women and the adoption of the Percy amendment in the U.S. Congress. We are now preparing for the 2nd U.N. Conference on Women in July of 1985, and the Percy amendment is up for reauthorization. Both actions have focused public and private agencies attention on the needs of women, and are responsible for much of the progress that has already been made. Yet both are still needed today, as is more attention and more funding for special programs targeted toward women. This is true both in the development assistance programs of the U.S. Government, and in the international organizations.

I'd like to take just a moment to talk about one such program. The U.N. Voluntary Fund for Women has demonstrated its capacity to provide catalytic support to programs recognizing the major contribution that women make to both the livelihood of their families and to the development of their countries. Through its close partnership with the U.N. Development Program (UNDP), the Fund conserves administrative expenses, which last year were held to less than 8 percent of total expenditures. Any of us faced with the responsibility of running an organization know that this is a remarkable accomplishment. The Fund also serves as a sort of "Percy amendment" for UNDP by preparing joint missions which examine major investments of the U.N. system to ensure that women's conditions indeed receive appropriate consideration. We strongly urge continued and expanded U.S. Government support for the Fund. It is exactly the kind of special program which is needed to keep Women in Development on the front burner.

Of course development focused on women must be integrated into the broader development process. We are all working toward that end. But quite frankly neither we ourselves, our government, nor the communities we are working with have progressed so far as to be able to do without the sharp spurs to action provided by these special programs. Without them, we become complacent. Instead of assimilating and internalizing the importance of women into our programs, we put it on the back burner, turning our attention to more "pressing" issues. This, we cannot afford to do, since development without women is development without meaning.

Thank you. Mr. Chairman, for the opportunity to share these thoughts with you today. Once again, and on behalf of the entire community of voluntary agencies working internationally, I commend you for your vision and your leadership on this and development assistance as a whole.

The CHAIRMAN. Thank you, Mr. Guyer, very much, for testifying not only as president of Save the Children, but as chairman of the American Council of Voluntary Agencies for Foreign Service. Your long experience and expertise in this field has been extremely helpful to this committee through the years, and we are grateful to you for it.

Next we will hear from Ms. Pat Hutar, president of the U.S. Committee for the U.N. Fund for Women.

That is among many titles that I know you have held.

STATEMENT OF PATRICIA HUTAR, PRESIDENT, U.S. COMMITTEE FOR THE U.N. FUND FOR WOMEN

Ms. HUTAR. Thank you, Mr. Chairman, for giving this fledgling organization an opportunity to testify before this committee.

The U.S. Committee for the U.N. Fund for Women had its inaugural event last night, and we are very proud of the fact that you, Senator Percy, are a part of the team of Percy and Boggs. We appreciate your being the honorary cochairs and the help that you have given us in getting a new organization launched.

This new organization exists to support the Voluntary Fund for the U.N. Decade for Women.

We are attempting to create a program of education about multilateral institutions and about the issues of women in development and the impact of development on women and their families.

We also will be working alone and in concert with other organizations, and we are very proud of the fact that we have some of the most outstanding nongovernmental organizations in the country as members in association with our group.

The U.S. Committee is really a very natural phenomenon since it is an outgrowth of our activities during International Women's Year in 1975.

The U.S. delegation was a very strong supporter of the concept of a voluntary fund to support efforts to reach the poorest women in the world in developing countries, both in the urban and rural areas.

We feel very strongly, also, that this committee can help as an interface with other countries in the world and the people who join with us and become knowledgeable about the issues of development and, particularly, economic development for women and their families. This will provide a way of showing the world the concern of the average American for brothers and sisters abroad.

Now some people have said, isn't it a problem to be having a special situation for women and doesn't that really take them out of the mainstream? I think the answer really is a resounding no, because I believe that the U.N. Fund for Women is actually to the United Nations what the Percy amendment is to the United States, and this is to help in providing economic development opportunities for women and, of course, their families.

The U.N. Fund is particularly interested in creating opportunities for women in income-generating programs, and these take all kinds of forms in small businesses and animal husbandry. Also, women have worked to learn how to repair pipes for carrying water, and they also have been very active in developing and disseminating information about fuel conserving cooking. It is so important in the whole process of fighting back the desertification occurring in so many countries around the world.

The fund works hand-in-glove with the U.N. Development Program, and they make an excellent team. This expertise, combined with the fund, which knows about the problems of women, and the UNDP, with their missions overseas, have worked very cooperatively together.

I think an important new change that has come about and that has evolved is that many more NGO's are now participating in the actual running of programs. In the beginning of the fund, which really became operational in 1978, most of the programs were conducted with

U.N. agencies only and through them. Now, 48 percent of participation is from NGO's. This has a really important spillover in the sense that it helps the U.N. Fund direct and focus the programs to the needs of the people at the grass roots level through the NGO's. Second, on the other hand, it does help these community leaders develop even additional skills and training in economic development to better their communities.

I think one of the best ways we might gain understanding of the impact the fund has on individuals is to take a look at a case history for just a moment.

But first, I would like to say that there are some 350 projects in which the fund currently is engaged, and those are in 81 countries.

If we were able, in our mind's eye, to fly off to Zambrano, Colombia, and visit Concepcion in her home, she is a 54-year-old woman who has four children. There is no father in the home. She is a single head of household. She has lived in poverty all her life and in very cramped quarters. Since childhood, she has been actively baking bread for sale, but never getting really out of poverty.

Thanks to the Small Business Project of the U.N. Fund, she was able to get the kind of training in production and marketing and all kinds of other business skills that has allowed her to take her family out of poverty. Now her children, her two teenaged daughters are looking forward to in one case becoming a teacher and in another to becoming a secretary and helping her mother in the business. The older son also helps. Because they were able to get a loan and buy a bake oven for $1,150, they were also able to get a refrigerator, and he now has a sideline making and selling ice cream. So the family really is gaining.

I think perhaps the most poignant testimony to the impact of the fund on the life of a woman is the quote that we have from one of our U.N. publications. This is from a woman, Rosario, who also is from Latin America. She had this to say about the program in which she was involved in training for small business. She said,

> You see, that is what the trainers taught me. They gave me the idea of the value of these hands. They taught me to consider my efforts as a small business. Imagine, I had never thought of it that way. I have learned the value of my own hands.

I think the future for the fund is very bright. They are going through an evaluation program right now and are beginning to see that perhaps they should focus primarily on food production and also on more revolving loan programs as well as help and training in small business enterprises.

As for the U.S. Committee, we hope we are going to be able to add to the coffers of the fund and, as a private sector organization, make a real contribution through education and funding to the activities around the world for women in economic development.

Thank you very much, Mr. Chairman.

[Ms. Hutar's prepared statement follows:]

PREPARED STATEMENT OF PATRICIA HUTAR

Thank you, Mr. Chairman, for the opportunity to testify on the issue of Women in Development.

The U.S. Committee for the U.N. Fund for Women is the newest organization in this field, and we appreciate the chance to talk about the Committee and what

it hopes to accomplish on behalf of women and their families in developing countries.

We are fortunate, indeed, to have Senator Percy and Congresswoman Boggs serving as Honorary Co-Chairs of the U.S. Committee. Your support has been of invaluable assistance in creating and launching this new organization.

The U.S. Committee's overall objectives are:

To create development education about multilateral institutions and issues related to women and their families in developing countries.

To provide financial support for activities benefitting women in their work for national, regional and global development.

To work alone and in cooperation with other national organizations to achieve these goals. We are proud to have some of the most outstanding non-governmental organizations in the United States as members in association with us.

Interestingly enough, presently there are support committees like ours in Finland, Belgium and Denmark with another to be initiated in Great Britain.

The U.S. Committee is a natural outgrowth of interest in this country to support the creation of the U.N. Voluntary Fund for the U.N. Decade for Women. The U.S. delegation to the 1975 Mexico City IWY Conference joined European and developing countries in support of this concept. Established in 1976, the Voluntary Fund became operational in 1978. Presently most of its funding comes from national governments with roughly 5 percent coming from the private sector. With the help of support committees such as ours, we hope to increase the private sector contributions and to educate people to the importance of U.S. participation to help women and their families in developing countries.

As we live in an increasingly interdependent world, American activities in this voluntary area will represent an important interface with other countries. It will help others see that the people of this country care about their sisters and brothers throughout the world.

Some people may ask "Why should a special fund for women be established? Don't separate activities and resources isolate women from mainstream development activities?" I believe the answer has to be a resounding NO!

Let's look at it this way: The Voluntary Fund is to the U.N. what the Percy amendment is to the United States. The objectives are the same: to promote and make possible the participation of women in the economies of their countries.

Why a special focus on women in the development process? It is necessary because—

Development has one goal—the increased well-being of people.

Development assistance is intended to mobilize natural, financial and especially human resources, to assure that every man, woman and child can live a decent and dignified life.

To reach the ultimate goal of development then, access to resources must be given to women who are fully engaged in development.

Development must include women who are first and frequently the only nurturers and teachers of the young.

Development must include women because they are the heads of some one-third of the world's families.

Development must include women who are the producers, processors and distributors of at least half of the food in developing countries.

Development assistance has largely bypassed that half of the world's people who are most responsible for human development: the women.

While the world cries out for food, women farmers are seldom assisted.

Women are taught better nutrition but are refused access to seeds, fertilizers, credit and incomes which would allow them to apply their new knowledge.

In planning for development, women are often treated as recipients of welfare assistance, and seldom as economic producers.

The Voluntary Fund seeks to reverse these trends.

Currently, there are almost 350 U.N. Voluntary Fund programs in 81 countries. The U.N. Voluntary Fund looks for innovative and often experimental programs which directly assist women and help them become self-reliant. These are mainly income-generating projects which also teach women how to use the income for the benefit of themselves, their families and their communities. Then, too, funding is provided for training programs and the teaching of skills. There are also projects focusing on rural development, energy resource conservation, research and planning, management, leadership training and the teaching of communications skills.

To summarize then: The fund provides financial and technical assistance to promote economic growth, productive employment, and social equity for women who have been discounted by planners and developers and considered as marginal to the essential processes of development.

Fund activities are administered by the United Nations Development Program (UNDP). This partnership with UNDP has been mutually complementary. The partnership now extends beyond the U.N. Voluntary Fund's own programs to large-scale investment projects funded by UNDP and others. The U.N. Voluntary Fund serves as consultant to these projects to ensure that women are involved along with men in all phases of the projects.

The U.N. Voluntary Fund's own projects include: loans for establishment of a garment factory; a revolving loan fund for income-generating projects; reafforestation through community action; training women to repair water pumps; training and involving women in national planning; developing leadership skills; testing and dissemination of fuel-saving stoves; and animal husbandry programs, to name a few.

An important aspect of all these development programs is the increased participation of non-governmental organizations. In the early stages of the U.N. Voluntary Fund, it worked only with U.N. Organizations. Now NGO's represent 48 percent of total participants. The significance of NGO participation is the involvement of the grass roots—people living in the community. The value of their knowledge of local conditions, customs and culture helps focus programs to meet needs.

On the other side of the coin, the local people gain by participation in the Fund's skills and leadership training programs. Also by direct participation, NGOs become stronger leaders who are experienced in developing the economies of their respective areas.

To experience vicariously how the U.N. Voluntary Fund impacts in human terms, let's travel in our mind's eye to Zambrano, Colombia to see for ourselves

We are now in Zambrano, Colombia, in the home of Concepcion, a 54-year-old mother of four, who has completed training in the Small Business-women's project, a joint effort of the U.N. Voluntary Fund, UNICEF and the Colombia National Training Seminar.

Concepcion's house is in a poor area of the city, but it stands out as the only neat and painted home among others in various stages of deterioration. Her teen-age daughters greet us, and it is obvious they are enormously proud of their mother as they tell us what her work as a "real businesswoman" has meant to the family. They invite us into the original cramped three-room house, with rooms averaging 8 x 4 feet. The four children slept in one room, the adults in another; all other family activities including Concepcion's small baking business occurred in the third room. Concepcion is a single parent. Her husband had left the family years ago.

Since completing the Small Businesswomen's Training Program, Concepcion has learned about production, marketing, sales techniques, business and personnel management. She qualified for a loan and has now added a large room to the house for all food-related activities, including a commercial bread oven which cost $1,150.00 and a new refrigerator. Although she had baked bread for sale since childhood, she had remained in poverty. Now her business is beginning to grow, she has doubled production and has found new outlets for her product. The children help her in the business and the older son has spun off an ice cream business, making good use of the refrigerator for the bakery and for his new enterprise.

One of the teen-age daughters wants to be a teacher and the other wants to become a secretary and help her mother with financial matters. This daughter said, "It is important for women to be able to earn. So many women are left by their husbands and can't feed their children. All women should be economically independent. I certainly want to be."

Thanks to the Fund, there is hope and a future for this mother and her children after years of poverty. Concepcion's family is one of 300 who have benefitted from this economic development project, funded by a modest $50,000 from the U.N. Voluntary Fund.

Perhaps the most eloquent statement in praise of the U.N. Voluntary Fund came from an impoverished seamstress whose life has been changed to one of hope and opportunity by a training program in business. Rosanna said, "You see, that is what the trainers taught me. They gave me the idea of the value of these hands. They taught me to consider my efforts as a small business. Imagine! I had never thought of it that way. I have learned the value of my own hands!"

The future of the U.N. Voluntary Fund is bright. The staff is currently engaged in an in-depth evaluation of more than one-third of the Fund's projects, with surveys and desk reviews of others. As the evaluation results come in, they have already confirmed that giving women access to training, credit, and technologies can increase family incomes, improve family health, and give the women—many of whom are the sole heads of their families—the self-confidence they need. As women in Bolivia said, "We were organized to receive food. Now, with the help of the Fund, we are organizing ourselves to produce it."

Information gained from the evaluations indicates that certain Fund specializations have already been identified. These include:

Widespread dissemination of technologies for food production, processing and marketing;

A Credit Window to provide community revolving loan funds;

Management training for small-scale industries.

In the low-income countries of Africa, for example, the U.N. Voluntary Fund has introduced improved technologies and credit funds for the women who process and market fish, thus making a high-protein food more available, while increasing family incomes. It has supported voluntary tree-planting campaigns. It has assisted community groups to produce school clothing, and consequently multiplied school enrollments.

Of special importance to the growth of the efficiency and effectiveness of the Fund in the future are three elements:

1. *Strong administrative support.*—The Fund already, wisely, uses the UNDP as its technical and administrative support system. We would like to see that tie strengthened even more, so that the Fund, while keeping an identity and resources of its own, becomes a full partner of UNDP. The Fund deserves full recognition within the multilateral development co-operation mainstream.

2. *A higher level of financial resources.*—It is thanks to the U.S. Committee, and to a number of national women's organizations, including the YWCA, the Overseas Education Fund, the American Association of University Women, the National Council of Negro Women, and professional organizations, that U.S. support continued over some difficult years. Now the Fund is gaining recognition and support in this Congress and in our country.

3. *A strong U.S Committee for the U.N. Fund for Women.*—As for the U.S. Committee, we hope to build a body of knowledgeable Americans who are educated and concerned about economic development in developing countries. We will work with individuals and other national groups to increase the resources available to the Fund to be utilized on behalf of women and families in developing countries.

In closing, we wish to commend Dr. Margaret Snyder, Chief of the Voluntary Fund of the U.N. Decade for Women, for her superb work on behalf of the Fund. Her knowledge and experience in the field of women and development has directed the Fund's programs which have assisted hundreds of thousands of women and their families. She is a caring, intelligent person whose creative and administrative abilities will continue to motivate and inspire all those supporting equality in development.

The CHAIRMAN. Thank you very much.

Our next witness is C. Payne Lucas, executive director of Africare. It is good to see you in Washington as it was good to see you in Khartoum.

Before you begin, I wonder if I could ask you to wait for a few minutes. I would like to recess the hearing for a few minutes. I have just heard that my executive secretary has fallen and had an accident. I would like to run over to my office. It is just a minute away.

[A brief recess was taken.]

The CHAIRMAN. I am very sorry for the interruption. As many of you know, Mrs. Jacobsen has been my executive assistant for over a quarter of a century. She was hurrying across the office and slipped and fell. She apparently may have cracked a rib and we are not sure about her leg. She is being taken now to Georgetown Hospital and I am very concerned about her.

Well, Mr. Lucas, would you please proceed now.

STATEMENT OF C. PAYNE LUCAS, EXECUTIVE DIRECTOR, AFRICARE, WASHINGTON, DC

Mr. LUCAS. Good morning, Mr. Chairman.

I appreciate the opportunity to be here this morning. I spent part of the night preparing this 20-minute testimony which I will try to give you now in about 3 or 4 minutes.

Women have always been in development. But the major problem in Africa and in most of the world is that women truly are not involved in the decisionmaking process. Until they are, then the gains that we expect to make in this field are not going to be what Senator Percy had in mind when he fashioned this very important piece of legislation.

Enhancing women's voice in the shaping of development efforts is something for all of us to be concerned about. It is not simply a process and it is not, if effective, a series of women's patchwork male-oriented projects. That is a decision that this committee, AID, and PVO's must focus on. We have to stop putting together programs that take care of a little piece of women's needs.

This cannot be an overnight process. It is not a finger-pointing process. It is not the unveiling of a clear right or wrong. At its simplest, especially in these times of desperate needs, it is a process of organizing and nurturing a long-term overlooked resource for human advancement.

While the Percy amendment has been commendable, and specified that the U.S. AID program should address problems of women, this was an important legal advancement; but legal advancement is one thing, and advancement in actuality or reality is another.

To fully realize the full potential of the Percy amendment, its overseers must exercise careful and constant vigilance. How much money is needed for this is a decision not for me to make or to make a recommendation for. The simple truth of the matter is that more has to be done to make sure that we do not do patchwork programs and that women are full participants in the development process.

At the same time, we must not grow impatient with the traditional attitudes of our brothers and sisters in the developing world. We are not African women's liberators. We are, instead, to perceive the web of constraints and then to enable practical alterations within that web.

Mr. Chairman, let me close by giving one example of what happened to me 1½ years ago in Zimbabwe. It is one of my most memorable occasions. I visited a saving club. Virtually all of its members were women, and there must have been 40 or 50 of them gathered under the shade of a tree gossiping, feeding their babies, and passing their 50 cents or their dollars up to the club treasurer to be recorded in their savings account. It was a festive atmosphere.

I suspect that one reason the women were so enjoying themselves was that the meeting provided a brief respite from their hard work in the fields, a chance to socialize with neighbors. Another reason, I know, was that these women were involved in asserting some slight degree of control over their destinies. The small amount of cash they put away that day represented money that eventually would go into buying fertilizer and seeds for their next season's crop. These women were planning their futures.

Finally, Mr. Chairman, if this society is to advance, women's production must advance accordingly. I maintain that once we all make

the emotional leap from seeing women as subordinates to realizing their equality, then all else will logically come to pass. That one psychological hurdle must—and I stress this—must be overcome.

Today in the United States there is much talk of female Vice Presidential candidates. There are lawsuits to obtain equal employment rights for women, many of which are successful. There are shifts in child care and there are options for those who wish to seize them.

Women in the United States have dreamed of these things for years, and now some are beginning to come to pass.

We do not dream of these things in Africa. Not yet. African women are still walking 3 miles a day to fetch water, still pounding millet by hand. In Africa, we dream of women not having to walk 3 miles a day for water, of women having grinding implements for their millet, of women having the tools they need to grow vegetables, of women gaining the assets and access for banking and credit.

We dream of these things in Africa, not now, but perhaps by the year 2000.

But, Mr. Chairman, without your vigilance and careful screening, we will not make it by the year 2000. We are patient, and we recognize that already women in Africa are achieving a great deal. Indeed, though the physical situations of African women differ vastly from those of American women, and though the United States media carry the assumption of male-female equality, still, not just in Africa, but in the United States and other parts of the world, too, women have yet to see their contributions translated into fair recognition.

Mr. Chairman, finally, the benchmark by which we should measure the Percy amendment effectiveness is whether we can say "yes" every time there is the question, "Did this project truly benefit women?"

Our more profound benchmark in reality: We wish for human advancement. We must translate this principle into action knowing, as we do, that so much advancement in the world depends on women.

Thank you.

[Mr. Lucas' prepared statement follows:]

PREPARED STATEMENT OF C. PAYNE LUCAS

Mr. Chairman and members of the committee, I appreciate your invitation to speak today on the future of women in development.

Let me say first that women are already "in" development, if development is the process of improving the quality of life or maintaining a basic standard in the face of disaster. Women perform tasks that literally hold the social and economic fabric together. Almost worldwide, the old saying is true: "women's work is never done." In Africa, women are responsible for much of the food on the table, for the water in the glass and in the cooking pot, for the clothes on people's backs, for the health of the babies that are lucky enough to grow up and carry on the tasks of group survival.

Women are "in" development, for they are and always have been essential contributors to the society.

For the most part, however, women are not in the decision making process that determines how they may better contribute to the society of which they are members. This is a tragic waste, an oversight that merits profound concern.

Enhancing women's voice in the shaping of development efforts is a process that implies major change among the women themselves, among their male countrymen and leaders, and—it should not surprise us—among United States and other foreign assistance professionals. It is not a simple process; and it is not, if effective, a series of women's patches on male-oriented projects. It is not an overnight process. It is not a finger-pointing process, not the unveiling of clear right and wrong. At its simplest, especially in these times of desperate need, it is a

process of organizing and nurturing a long overlooked resource for human advancement.

While we who are here today recognize the importance of specialized assistance to women in developing nations and while we all support its expansion at least in principle, we are of course gathered to examine the problems and prognoses of the issue. Can women be fully integrated into the development decision making process? If not, then what is the range of possibility? In either case, when can change become manifest? How can U.S assistance organizations most appropriately involve themselves in the expansion of development activities for women?

A commendable starting point was the Percy amendment to the 1973 Foreign Assistance Act, which specified that U.S. aid shall give particular attention to programs, projects and activities which tend to integrate women into the national economies of developing countries, thus improving their status and assisting the total development effort. This is an important legal advance.

A legal advance is one thing: an advance in actuality is another. To realize the full potential of the Percy amendment, its overseers must exercise careful and constant vigilance. We must all work to discern the difference between true attention to women's development needs, and expeditious women-oriented inserts into otherwise discriminatory programs. We must at the same time not grow impatient with the traditional attitudes of our brothers and sisters in the developing world: we are not African women's liberators, we are instead to perceive the web of constraints and then to enable practical alterations within that web.

Africa, and most of the world, contains many customs and structures that tangibly prevent women's economic independence. There are laws limiting or forbidding female land ownership in some parts of Africa. There are customs that dictate feeding or giving medical treatment to males first, and to females as the supply lasts. Women in Africa, by and large, have little access to male-dominated banking or governmental systems. Women in most places are traditionally allocated the "less than best" land for their farming, the best going to the men. Women in many African areas traditionally are the gatherers of wild plants, processors of milk products, and growers of vegetables and small animals such as chickens—as well as caretakers of the children and the household. They fetch the water, gather the firewood, do the cooking, grind the grains. They also help the men, when needed, in performing the traditionally male tasks of grain and large animal production. Women are, therefore, excluded by systems, by poor health due to greater malnutrition, by the simple lack of time and energy to break out of traditional functions.

Aside from customs and structures, until recently evaluators did not employ measuring techniques sophisticated enough to express the value of women's contribution to the economy. Women's production generally has not been noted in national production statistics, because most of women's final products never reach the monetarized economy: wild fruits, home grown vegetables, and eggs from poultry are by and large consumed by the family. Much of the grain and livestock falling under male purview, on the other hand, is targeted specifically for sale. So, women's actually very great economic contributions have just begun to be viewed in objective analytical light.

Aside from this recognition, which is leading to greater attention to women's traditional economic value, there is the growing awareness that women need to attain some independent economic strength in order to themselves work into the male-dominated formal economic systems—and in order to more effectively deliver valuable products to their communities and nations.

How is this done? What has been done so far? In reality, the tangible evidence of development assistance specifically and usefully targeted to women in Africa, is scant. What evidence there is, however, is provocative.

One of my most memorable moments in Zimbabwe, during a visit two years ago, was a meeting of a rural savings club. Virtually all of its members were women; and there must have been 40 or 50 of them gathered under the shade of a tree, gossiping, feeding their babies and passing their 50 cents or their dollars up to the club treasurer to be recorded in their savings accounts. It was a festive atmosphere. I suspect that one reason the women were so enjoying themselves was that the meeting provided a brief respite from their hard work in the fields, a chance to socialize with neighbors. Another reason, I know, was that these women were involved in asserting some slight degree of control over their destinies. The small amounts of cash they put away that day, represented money that would eventually go into buying fertilizer and seeds for their next season's crop. These women were deliberately planning their futures.

In the village of Tara, Niger, where Africare is helping to implement a large scale integrated rural development project, we are also helping the women strengthen their poultry production cooperative: an activity that will directly improve the overall community's well being, and one that will give the women a means for cash income and self management. In Boboye, Niger, Africare support to a women's vegetable growing cooperative meets similar needs of the overall community and of its female members. In both projects, income earning was an objective. In both projects, that objective has been achieved.

These are only some of the efforts, now on-going, to support women's emergence in the development decision making process.

These efforts are working for several reasons. The women were motivated and talented. The projects demonstrated patience in giving extra training to women previously inexperienced in formal management and in making formal contact with governmental support systems. The women themselves requested and supported the project activities. And as in all development work, the inputs came on time and other design elements were appropriate.

The same can be said of other Africare programs for women, such as constructing village dispensaries and maternity facilities. Women request these things, they need them, they support their realization; and generally, these programs benefit the entire community.

There are delicacies, or pitfalls, in this business of specialized assistance to women. One problem grows from the recency of the development community's interest in women's production: the absence of good base line data, appropriate marketing studies and proven training techniques, all of which do exist for traditionally male development endeavors. This information, we must hope, will come in time and through experience.

Another problem is the changing marketplace. So far, women's traditional production has allowed a greater variety of goods to penetrate poorer levels of the society, than would be the case if the poorer people had to pay for these goods. When women, for example, join together into a cooperative to produce certain traditional goods, three things may happen: one, production may be undermined if a basic natural resource (like straw for baskets) is unavailable; two, people may want less of these goods once they have to pay for them; and three, the women may fall into a system of wage scale discrimination, thus perhaps causing more exploitation than when they were producing their goods for the family for free. These are risks that must be carefully studied; and though negative results may in some cases ensue, they can largely be avoided.

Inadvertent problems can occur, too. We can become more conscious of how a development project may unintentionally reinforce male domination of the means of production and thus weaken women's ability to exercise a reasonable share of control over their lives and income. For instance, one may introduce mechanized farming as a way to increase production of crops and income. But one may well discover that this innovation (let's say the machines are given to men) deprives women farmers of the opportunity to hand cultivate their own fields and earn money: the men can now do that easily with their machines! We must try not to worsen the existing balance of power between men and women in a particular area.

There are, also, the strong ties of tradition. No member of any society is immune to its traditions, whether in the United States or in Great Britain or in Mauritania, West Africa. Change pulls people's dearly held notions and disrupts some patterns that came about for good reason. Tradition is to be respected and worked with, not obliterated.

Thus, development cannot become confrontational. It cannot tear through the realities of women's life patterns. Projects must be well meshed with women's existing lifestyles, taking into account the work demands and the social restrictions placed upon them. Self-help projects, in particular, must not so overburden a woman with new participatory duties that her physical condition and ability to provide for her family are worsened—or that she cannot continue traditional income generating activities.

Projects that save labor and time, will improve both the health of the women and their capacity to participate in other activities. For example, introducing devices such as threshers, winnowers, ox-drawn carts and grain mills, will reduce the strains of subsistence farming and food processing activities. The creation of village fuel wood plantations and the construction of permanent wells, will conserve the time and energy devoted to the collection of firewood and water for household use. The establishment of facilities and cooperative organizations for

the storage of grains and other foods, will provide a source of essential calories and nutrients—even during the lean season, when women and children suffer most.

Such projects create the basis for social change, because they change women's physical situations. While not radically altering the social order, they do give women some extra time and energy to involve themselves in community groups or to earn a small amount of personal income.

Beyond time, women also need special assistance in community involvement and in developing income generating activities. Being frequently relatively limited to the home, by social custom and the flow of daily tasks, women possess little formal organizational experience. Like many men, they have little or no precedent in the use of credit or the acquisition of non-local inputs or dealing with service infrastructures. Unlike men, however, they also have no existing contacts with government services, banking institutions or other informational resources. So, opportunity as well as training are lacking. Linkage is necessary; and linkage as a women's group, gives greater power than linkage as individual women.

Mr. Chairman, these are all particular observations on particular projects that have recently addressed women's needs. The issue, though, ultimately becomes subsumed by the facts: the facts that tell us and any other observer, that women are more than half of the backbone of Africa.

Last week, one of Africare's staff members returned from Mozambique; and reported that in the rural areas surrounding the capital of Maputo, it is predominantly women who are growing the food. He was particularly moved by the elderly women, including many widows, who were doing hard labor: bent over preparing the wet, heavy soil with crude and weighty hoes. This is not an unusual scene in Africa. With many men leaving the rural areas for jobs in factories, homes and offices in the urban centers—women are left with the elderly and the very young to produce the nation's food. The younger women have the added burden of children strapped to their backs as they work. And many, particularly in drought stricken countries, are working in a weakened condition due to lack of food.

We must shift our perceptions. Of all work necessary to maintain the society, most is done by women. If the society is to advance, then women's production must advance accordingly. I maintain that once we all make the emotional leap from seeing women as subordinates to realizing their equality, then all else will logically come to pass. That one psychological hurdle must, and I stress this, be overcome.

Today, in the United States, there is much talk of female vice presidential candidates. There are lawsuits to obtain equal employment rights for women, many successful. There are shifts in child care, and there are options for those who wish to seize them. Women in the United States have dreamed of these things for years, and now they are beginning to come to pass.

We do not dream of these things in Africa—yet. African women are still walking three miles a day to fetch water, still pounding millet by hand. In Africa, we dream of women not having to walk three miles a day for water, women having grinding apparatus for their millet, women having the tools they need to grow vegetables, women gaining access to credit. We dream of these things in Africa, not now, but perhaps by the year 2000. We are patient, and we recognize that already women in Africa are achieving a great deal.

Indeed, though the physical situations of African women differ vastly from those of American women, and though the U.S. media carries the assumption of male/female equality—still, not just in Africa, but in the United States and other parts of the world, too, women have yet to see their contributions translated into fair recognition.

Mr. Chairman, the benchmark by which we should measure the Percy Amendment's effectiveness, is whether we can say "yes" every time there is the question, "did this project truly benefit women?"

Our more profound benchmark is reality. We wish for human advancement. We must translate this principle into action, knowing as we do that so much advancement depends on women. Thank you.

The CHAIRMAN. Thank you, Mr. Lucas, very much, indeed, for a powerful statement. I assure you very much that I am with you all the way and will stay right with it. I will not let up one bit.

Our final witness on this panel is Elise Smith, executive director, Overseas Education Fund.

STATEMENT OF ELISE FIBER SMITH, EXECUTIVE DIRECTOR, OVERSEAS EDUCATION FUND, WASHINGTON, DC

Ms. SMITH. Thank you, Senator Percy. It is a great honor to be here this morning. As you know, I have been here before wearing my other hat as president of Private Agencies in International Development. You can see how incestuous everything is. As Mr. Guyer, to my right, eloquently said a little while ago, we are right to merge and make the strength of PVO's come to full force. In that process, women are going to be an important area of concern to all of us.

This morning I know that we have a reduced amount of time to talk about these serious issues, but that global revolution of women expressing what they want and how they can move toward making development occur is a reality happening across the world.

The Overseas Education Fund, or OEF International as we call it, has been around since 1947. As you will recall, the League founded us. But our programs today are aimed at giving job skills to women, starting up small businesses, and finding ways to prevent the legal system from imposing economic constraints on women's participation. This has allowed OEF to be the ears of women in the Third World, who are trying to say to us that the Percy amendment and other mechanisms to allow for more resources to get out to women so that their full productivity can really be mobilized, are the keys to what efficient development is all about.

So, I feel humble in a way because I feel that the thousands of voices that I have heard in many countries of the world are here today also.

I think the important thing that I would like to contribute today on behalf of OEF is to look to the future—my written testimony will talk about what the impact in the past has been—because the kinds of ways to make more profound the impact of the visionary Percy amendment have yet to be fully and totally realized.

Some of the four or five recommendations that I have here I believe will help to make this global revolution and its potential come to fruition and achieve actuality. Therefore, I would like to begin with my recommendations.

First of all, it has been stated once before here but I would like to underline it again: In OEF, from working with women across the developing world, our conviction is that women-only projects are as important as integrating women into full sector programs. Whether you take a livestock program in Honduras, where our bilateral assistance says that this is a loan that is going to increase livestock production, and you look around and see that women have been the primary growers of swine and other small livestock, it is clear they don't have numbers sufficient to meet the requirements to enter a major sector program. This means that you have to start back with women, to give them the skills and the livestock training and management to allow them to be able to access credit out of that major sector program.

Therefore, it is important that resources go to women specific programs to prepare them to enter the large sector programs and integrated programs.

The second recommendation is that AID itself, which has a most visionary Women in Development policy paper, based on all the catalytic effects of your Percy amendment, certainly has looked at

the impact of the project design stage. Women's participation in that design stage can make those sector programs really effective in terms of integrating women fully into the projects.

Right now, what we have is an impact statement that says, in AID, does that project benefit women, and if so, how, and if not, does it have a negative effect? That is a very passive use of the potential of the Percy amendment.

What we would like to recommend is that there be a more action oriented way for the implementation activities to take place, by requiring the building of women into a project design from the very beginning. By doing this, you will then assure a much more profound impact on those major programs.

The third recommendation is this: The Percy amendment should be applied to development policy as well as project implementation.

The Percy amendment represents an enormous capacity to affect a lot of things that have to do with development overseas and the U.S. role in the future. If one looks at the Caribbean Basin Initiative and the Kissinger Commission Report, those are both extremely important examples of policies that affect future development and global security. And yet, on the Kissinger Commission there were no women members, and there was no mention of women in the entire report. That is very significant.

I just came back from Miami where women from the Caribbean and Central America were looking at the Caribbean Basin Initiative. There is a potential there for women's opportunity, but it has not been at all thought through in terms of real impact.

So, my recommendation is let's try to see how women can help in the CBI because that will make a difference in what happens in the future.

Finally, another major recommendation that I would like to give you is this. OEF agrees very strongly with the WID Office. If the ability of AID missions in the field to plan and implement programs integrating women into projects is not strengthened, then the force of what you are saying will not be translated into something really powerful.

Therefore, the women in development officers in those AID missions should be women or men who have strong capabilities in terms of experience and design capacity, thus becoming in-house consultants all along the way in terms of the portfolio of projects that are evolving in that country.

I also think, as do many of us who care about the important revolution we are talking about, that the WID Office should have an IQC in order to help missions which need some extra assistance in planning and implementation for women.

Finally, I want to underscore Vivian Derryck's suggestion from the Coalition for Women in Development, of which OEF is a part, that a foundation capable of managing and moving grants out to women's organizations across the world will help mobilize those women so that they, too, can truly design and implement strong economic projects.

On that note I will stop. My written testimony goes into all of this in more depth.

But I salute you as a visionary. And between now and the year 2000, there is a lot more that you can do.

[Ms. Smith's prepared statement follows:]

PREPARED STATEMENT OF ELISE FIBER SMITH

Mr. Chairman, members of the committee, I am very pleased to participate at this important hearing and to consider with you the impact of the Percy amendment on increasing women's participation in development processes and benefits.

I am Elise Fiber Smith, Executive Director of the Overseas Education Fund (OEF). OEF was founded by the League of Women Voters in 1947, though we are now independent of League affiliation. OEF is a nonprofit development assistance organization or "PVO" dedicated to enabling women—particularly low-income women—to improve the quality of life for themselves, their families, and their communities. With a core staff in Washington, D.C. and field offices in Sri Lanka, Honduras, Ecuador, and Senegal (1984), OEF has worked in over 50 Third World countries to increase economic opportunities for women. Today, in our overseas assistance, OEF helps poor women start their own small businesses, find jobs, and overcome legal constraints to economic participation. In the United States, OEF works to educate Americans about global social and economic issues.

The OEF is in a unique position to assess the accomplishments and future potential of the Percy Amendment, because of our involvement in "women in development" for over 30 years. We are not a newcomer to the field, but rather an organization that has been a pioneer in creating and implementing concrete strategies for enhancing women's economic contribution to development efforts.

The Percy amendment was passed in 1973 to address a serious problem in development assistance. Research on Third World women's productive roles and the cumulative experience of actual development programs all pointed to an important fact. Women's existing and potential contribution to economic development had been undervalued and therefore generally overlooked by development planners. This "blind spot," as the esteemed Committee is aware, resulted in development programs and projects that were bound to be minimally effective or to actually fail.

For example, in Africa, 60–80 percent of the agricultural work is done by women. However, African men were the targets of development programs for technical training, extension services, or improved agricultural inputs. Women-heads-of-households in the Third World range from 10–48 percent of a country's population. But, development programs tended to focus on women's reproductive roles not on their economic responsibilities for themselves and their children. Likewise, in parts of the Third World, women run more than 50 percent of the informal sector small businesses, though development programs largely failed to provide needed services, such as credit and training, to female entrepreneurs.

A quote from the report of the World Conference of the U.N. Decade for Women held in 1975 further reminds us of women's situation in development:

"While women represent fifty percent of the world adult population and one-third of the official labour force, they perform nearly two-thirds of all working hours, receive only one-tenth of world income and own less than one percent of world property."

Let me briefly describe what these statistics mean for an individual Third World woman and her family. Sumana is typical of the women OEF programs aim to benefit. She lives on the outskirts of a capital city in Asia, in a shanty community. Growing up in a poor family, she had no time to attend school, despite the availability of formal education. Now, she must support three children of her own, because her husband has left home. However, Sumana's only marketable skill—making lace—does not earn her enough to provide for her family's welfare.

Facing the realities of being a poor woman in a traditional culture, Sumana had few options for improving her situation before the Sri Lanka Women's Bureau and OEF collaborated on a project to train women in small business development and health. Without this assistance, Sumana's situation would have been passed on to the succeeding generation and her contribution to the national economy would have been lost.

There are hundreds of thousands of "Sumanas" in the Third World: poor urban and rural women who have critical economic responsibilities but severely limited economic opportunities. In short, the Percy amendment has made OEF's job of meeting the needs of these women easier.

The legislative mandate stressed both the "equity issue" of improving women's status and the "efficiency issue" of mobilizing women as agents of economic productivity. Over the past decade, due to the amendment and the many activities spawned by the International Women's Year (1975), there have been strik-

ing changes in development assistance attitudes and programs. Using OEF's own work in "women in development" as a data base, I will now review the specific accomplishments catalyzed by the Percy amendment and then identify specific ways the intent of the amendment can be further maximized.

WHAT THE PERCY AMENDMENT HAS ACCOMPLISHED

First, the amendment has raised awareness about women's economic roles in development, which has led to more realistic and effective development programs. "The Women in Development Policy Paper" of the Agency for International Development is noteworthy amongst policy statements of donor nations because it stresses women's vital role in national economic productivity. As aptly stated on page 2 of the Policy Paper:

"The major challenge for economic development is the need to make more efficient use of scarce resources. Women and girls are resources for development whose contribution to development is already substantial. Yet their contribution would be dramatically enhanced if they were better educated, in better health, and had better access to training, services, and jobs. Therefore, to pursue a development planning strategy *without* a women in development focus would be wasteful and self-defeating—wasteful, because development which does not bring its benefits to the whole society has failed. The underlying premise of this paper is that, for AID to undertake an effective strategy that promotes balanced economic development, a focus on the economic participation of women in development is essential."

To translate this statement to action, the Policy Paper includes a discussion of needed interventions in both the formal (wage) and informal (self-employment) economic sectors (pp. 5-6). OEF has had extensive experience in both sectors and can testify that AID's commitment to reinforcing or expanding women's roles in Third World economies makes good development sense.

An OEF-assisted project in El Salvador, partly funded by AID, is a good example of how women's participation strengthens a development program. Since 1979, OEF has worked with a rural community to establish a cooperative tomato processing industry that enables women to feed their families and to receive regular income at the same time. The project was initiated by a group of 29 loosely organized housewives. Today, there exists a 160 member multi-service cooperative, 80 percent of whom are women. The members have learned to cultivate, process, can, and market tomatoes. They have secured loans from international banks for a new processing plant. The efforts of the Salvadoran women have brought benefits to their entire 6,000 member community. Electricity and running water were secured; 200 new jobs have been created; and courses have been held in literacy, nutrition, and other areas. Without the highly motivated participation of community women the story of this rural Central American community would no doubt be quite different.

Second, the Percy amendment has expanded women's economic opportunities, which has augmented women's contribution to national economic productivity.

OEF receives AID funds for many of our programs. The "women in development" policy has affected both the quantity and quality of AID-funded economic development projects involving women. In terms of quantity, AID Bureaus and Missions have increased the number of projects that provide assistance to women in areas such as small enterprise development and management, technical training, credit, and vocational training. Concerning quality, AID has demonstrated a receptivity to promoting women's involvement in non-traditional areas of work.

OEF projects in Morocco and Panama illustrate how women's economic opportunities have expanded over the past decade. In both countries, the project participants were women with major economic responsibility for their children and with very meager incomes. OEF provided training for the Moroccan women, to enable them to develop confidence, to consider profitable areas of work not typically open to women, and to learn needed technical skills. The women subsequenty established legally-constituted cooperatives, involving the women in raising bees and marketing honey, a staple of the Moroccan diet. In Panama, OEF assistance has helped poor women start their own businesses in non-traditional work areas, such as horticulture and upholstery.

In Morocco and Panama, the national economies benefitted through women's participation. The national labor pools were increased and needed products and services were added to national economic outputs.

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Third, the Percy amendment has broadened the funding base for "women in development," which has enabled more women and their communities to be reached.

OEF programs are funded by a combination of governmental, foundation, corporate, and other private sources. During the Carter administration, government monies for our women in development programs increased significantly. The governmental support, which sets a standard and helps establish a proven track record, had a positive impact on leveraging other sources of funding.

In addition to my position as executive director of OEF, I am the president of Private Agencies in International Development, a consortium of over 200 non-profit organizations involved in development assistance. Over the past 10 years, there have been changed within many of these organizations, in terms of establishing policies for promoting women's participation in their programs and for funding activities to implement these policies. Recently, PAID voted to merge with the American Council for Voluntary Agencies in Foreign Service. At our major forum for U.S. private voluntary organizations working overseas held last month in Wisconsin, a special session was convened on PVO collaboration for the End of Decade Conference of Women in Nairobi in 1985.

Another source of expanded funding for WID has been foundations and corporations. Through its government-funded projects, OEF has been able to show private industry the micro and macro economic benefits of increasing women's participation in the informal and formal economic sectors. As a result, new or increased funding has been made available by institutions including Avon Products, Inc., Chase Manhattan Bank, Exxon, Mobil Oil, Morgan Guaranty Trust Co., and Pfizer Inc.

Despite increases in funding from private sources, government support for "women in development" is still vital. The ambitious task of mobilizing women, roughly half a country's population, for development requires a priority commitment of both the private and public sectors. And, let me reiterate that government dollars spent on "women in development" can have a dual pay-off. First, the funds directly benefit women who participate in development projects. Second, the funds can be instrumental in leveraging other funding from private sources.

Fourth, the Percy amendment has helped strengthen indigenous women's organizations and leaders, which has increased Third World self-reliance and strengthened the human resources working for national development.

OEF emphasizes an "enabling" approach in our technical assistance programs. We aim to increase the capabilities of local organizations and leaders to implement economic development programs involving women through: Participatory project planning and evaluation processes, through the hands-on experience of actual projects, and through structured training programs.

The Percy amendment has been instrumental in helping OEF to capacitate indigenous organizations and leaders. AID funding through the Women in Development Office, has supported some of the training programs of our "Women in Development Technical Advisory Service" (WIDTech), such as training in small business management for a local organization in Papua New Guinea and training in cooperatives for indigenous institutions in Lesotho. Missions have also supported "institution-building," as part of OEF projects in West Africa, Thailand, and Costa Rica.

Besides strengthening indigenous organizations, OEF has received support to promote networking amongst organizations. This networking serves the important function of providing channels for organizations to learn from each other's experiences and to pool resources. For example, OEF brought 30 Third World women leaders together at the 1980 Mid-Decade for Women Conference in Copenhagen with AID funding, and this July, USIA is funding an exchange amongst Central American women leaders and businesswomen from the United States.

Direct technical assistance and regional or international networking has brought visible changes within many of the indigenous organizations known to OEF. Dramatic shifts have occurred from social welfare-type programs to community economic development efforts. Organizations have adopted new training methodologies for promoting grass roots participation. And, many local institutions have become successful in mobilizing local resources and funding for their work.

The strengthened women's organizations and leaders throughout the Third World have a multiplier effect. They continue to carry on programs and work for policy-level changes long after the assistance of outside organizations ends.

RECOMMENDATIONS FOR THE FUTURE

As the experience of one private voluntary organization, OEF, attests, the Percy amendment has definitely been like a stone thrown into a calm pool. It has stirred the surface and caused significant ripples.

The challenge for the future is to ensure that the Percy amendment has the depth of effect intended, that its potential is maximized to bring women fully in their countries' development efforts.

OEF has seen certain changes catalyzed by the Percy amendment. We have also encountered "gaps" in putting the intent of the amendment into action. The following four recommendations are offered in a spirit of respect for the changes that have already occurred and with a vision for creating the best development program possible:

Recommendation No. 1.—Within the Agency for International Development, recognize the importance of both "women only" projects and "integrating women" into large-scale sectoral projects.

In recent years, there has been much discussion about project strategies to promote "women in development," in terms of the merits of "women only" projects vs. "integrating women" into AID sectoral projects, in areas including agriculture, water, housing, employment, etc. Generally, "women only" projects have come to be regarded with some disfavor.

OEF's own experience in the field points to a need for both kinds of projects. We concur with the emphasis of integrating women into mainstream development programs as a goal to strive toward in the future. For the present, however, the reality in many Third World countries is such that women are often not prepared or may not be eligible for participation in mainstream programs. In these cases, "women only" projects provide an essential means for women to gain the skills and experience needed for broader participation.

An OEF livestock project in Honduras is a case in point. The AID-funded project will enable women to establish businesses for raising pigs and marketing pork, a product in demand in the country. Within Honduras, poor women could not qualify to participate in a major AID sector program for livestock improvement because they did not meet the criteria for number of animals and acres of land owned. Despite the fact that the project title includes the term "small-scale livestock," the definition of "small scale" is beyond that of the women farmers. Thus, women are ineligible for loan funds from this project to improve their stock and productivity. Without OEF's pig production and marketing project, the women farmers with small holdings would be completely excluded from U.S.-supported technical assistance.

In other countries, OEF has worked with women who lacked a sense of self-esteem or the ability to interact with men which is necessary in many large-scale programs. Other women have lacked necessary supports, such as the availability of child care.

"Women only" programs, as an end in themselves, are not an effective development strategy. However, "women only" programs—as "training grounds" to enable women to gain attitudes and skills needed for participation in larger programs—should be recognized as an essential "women in development" strategy by development planners. Development policies aimed at promoting women's participation need to understand and start with women where they are. They need to appreciate socially-conditioned and cultural constraints that may make it difficult for women to jump from no experience with livestock, for example, to having a herd of dairy cattle.

"Women only" projects are not the answer for every context. However, these projects should definitely be considered as an appropriate "women in development" strategy where certain conditions exist.

Recommendation No. 2.—In AID project design, broaden the use of the "impact statement" on how a project affects women to include guidelines for actually integrating women into project designs from the outset.

The requirement for an AID-funded project to include a statement of how the project impacts on women is often not enough to ensure the participation of women in the project. The "impact" approach in operation can be passive, an analysis of how a project benefits or at least does not negatively affect women. A more action-oriented approach would be to include requirements for building women into a project design from the beginning. Guidelines could be provided to promote the full utilization of human resources—men and women—in a project.

At the present, the Women in Development Office reviews project papers (Country Development Strategy Statements, Project Identification Documents, Project Papers) to suggest ways to strengthen women's participation in AID projects. However, the office has a small staff and AID has a very large project portfolio. The WID Office alone cannot ensure that a recognition of women's roles and participation is built into every project. The most effective way to accomplish this recognition is for project designers—in AID Missions and in Washington—to receive guidance that enables them to include women in their project planning.

Recommendation No. 3.—Apply the Percy amendment to development policymaking, as well as to development project implementation.

The Kissinger Commission, whose work had important implications for development in Central America, was noteworthy in its lack of women on the 12-member team and lack of recognition of the role of women in its final report and recommendations. As has been clearly demonstrated in development projects, including women and taking their roles into account results in more efficient and effective programs. This strategy has helped make tax dollars spent on development a better investment.

Policymaking bodies likewise can be strengthened by including women's participation. An example of a Kissinger Commission recommendation illustrates this point. The recommendation focused on building up the formal education sector. However, women's participation in formal education throughout the Third World is considerably less than men's; the structures of formal education (such as co-ed classes and school schedules) often need to be adjusted to promote women's participation. Also, nonformal or out-of-school educational opportunities for literacy and technical training need to be provided. The inclusion of women on the Commission as well as requirements for considering women's roles in the Commission report could have avoided oversights like the one just cited.

The Caribbean Basin Initiative, which provides duty free access to the United States to products from countries in the Caribbean Basin, is another governmental initiative that has overlooked women's participation. There is no specific reference to women in the CBI legislation, and the law includes no mechanisms for reaching women workers. Throughout the region, there are thousands of women who run small businesses. They have no access to information of the CBI, and even with such access, they would likely require technical training or support services such as credit and child care to enter the expert market. As a Congresswoman from the 82-member Honduran National Legislature recently stated in an interview in the Miami Herald: "The CBI completely neglects the needs of women in the region" (May 28, 1984).

U.S. development assistance has been improved and enriched by the Percy amendment. Government commissions, foundations, and trade programs vis a vis the Third World can be similarly strengthened by extending the amendment's purview.

Recommendation No. 4.—Strengthen the technical capability of AID Missions to plan and implement programs integrating women into the development process.

In AID Missions, the "Women in Development" Officers play a key role in promoting women's participation. The qualifications of these individuals and their job descriptions should be given careful scrutiny. In some countries, local hired women, with minimal technical expertise, serve as WID Officers. Officers would be more effective if they were required to meet certain requirements for skills and experience. Within the Missions, a useful role for the WID Officer to play would be as in-house consultant, to assist other AID officials build women into programs in all sectors.

The AID "Women in Development" policy paper includes a similar perspective on the qualifications and functions of WID Officers (p. 10; column two, "a"-"c"). OEF vigorously supports these points and encourages the Agency to ensure they are adopted in all Missions.

Another mechanism for strengthening Mission expertise in WID would be for AID to establish an "IQC," or "Indefinite Quantities Contract" for women in development. These contracts exist at present for sectoral areas, such as education. The contracts are let to organizations that can provide consultants, as requested by Missions, for assistance in planning, implementing, and evaluating projects. IQCs could also be utilized to enable AID to improve the capabilities of local indigenous organizations in technical areas and planning (such as proposal writing). A WID IQC would be a valuable resource for Missions to draw upon.

The majority of AID programs are Mission initiated and Mission funded. Therefore, Mission attitudes and expertise related to women in development can

make the critical difference in enabling the intent of the Percy amendment to be visible into every project design.

Thank you, Mr. Chairman, for inviting me to appear before this Committee today. Clearly, we have come a long way in 10 years toward strengthening U.S. development assistance through strengthening the participation of women. Your leadership has been instrumental in achieving this progress, and I commend you highly on your commitment and vision.

That vision, today, is more important than ever. The challenge of improving women's status and of mobilizing their contribution to national economic productivity is still before us. Our progress cannot be measured by time alone, but by the full integration of women into development related policy and development projects. The International Decade on Women ends in 1985. But our task continues on into the next century.

The CHAIRMAN. Thank you very much.

Our anchor fulfilled the mission.

Ms. Derryck, before you leave, let me ask you this. You mentioned in your testimony the importance of urban women as a focus for women in development concerns. I wonder if you could elaborate somewhat on the special needs of urban women.

Ms. DERRYCK. Yes, Senator, I would be happy to.

I think that our efforts, and rightfully so, have focused on rural women almost exclusively. But the outmigration has created enormous problems in cities. These range from housing, substandard housing, to the lack of adequate health care facilities. There are enormous social problems, particularly the problem of prostitution in some African countries, which leaders, particularly the wives of Presidents, are very interested in combating. That prostitution leads to the spread of social diseases. It leads to an incredibly high number of children being born that become street children.

Those are just some of the problems.

Also, there are problems of sanitation, problems of adequate food supply. There is certainly the problem of adequate nutrition, of people beginning to eat more and more street foods rather than being involved in preparation.

All of these problems are contributing to the decline of already fragile infrastructures in urban areas.

The CHAIRMAN. Thank you very much.

Ms. SMITH. May I just add something on the question of women in the urban area.

In the current effort to increase investments by multinationals in other countries, the "maquila," or the export processing industries, employ women as the major labor pool.

I think one issue, Senator Percy, that is very important—and one which OEF is now studying—is to make sure that, as women become part of the increasing potential for job opportunities there, they not be exploited.

The CHAIRMAN. Thank you very much.

Mr. Guyer, perhaps you could comment on this question. Any member of the panel who wishes, please feel free to comment.

In your judgment, what are the particular contributions that private and voluntary organizations can make to promoting the role of women in development?

Mr. GUYER. I think the role is of growing significance. I think the fact that the private voluntary agencies can act quickly, have boards that allow them a great deal of discretion in these areas, makes their role perhaps more significant than almost any other.

As I said earlier, you do need the United Nations consortium. You do need the backstopping of AID. But to get down to work with people, to make it happen, this is where the PVO community can play a very significant role.

Most of us on this panel have to travel throughout the country, and we see and we hear many things concerning the overseas programs.

Almost unanimously, our constituencies—and I think I can speak for my colleagues here—prefer funding from AID on a larger basis, on a larger ratio, to be funneled through the kinds of organizations that are represented here today and their other colleagues.

We were a little disturbed at the figures that Peter McPherson gave us a short time ago. Mr. McPherson has worked beautifully, and I think heroically, with our community and we have had many breakthroughs. But I think those figures should be looked at more carefully.

We do not, in our community, feel that 13 percent of the AID budget is, indeed, the amount that is being given. In fact, the 13 percent mentioned refers not to the entire AID budget, but only to the development and assistance grant funds.

I think the improvement over the last 2 years or 3 years, since the amendment has been enacted, has been only about 2 percent. I do think that Gerry Connolly and Scott Cohen might want to look at those figures more carefully.

The reason I say this is in no way to belittle our relationship with AID but, simply, that we find that the overwhelming sentiment in Congress, from those that we talk with, and certainly among the American people, is to increase this ratio.

We are willing to work with AID to help increase it judiciously and rationally. I think most of us can increase substantially our efforts in the developing world through a closer partnership, with increased funding from AID.

So I took advantage of your question simply to elaborate on that. It is a concern to our entire community. We are working on it, but we will have more to do after the formation of our new consortium.

The CHAIRMAN. Thank you.

Ms. Smith, I wonder if I could ask you to comment on another question, and then we will open up the discussion to the rest of the panel to comment on both of these questions.

How would you assess the records of bilateral and multilateral AID agencies in promoting the interests and special needs of women in developing countries?

Ms. SMITH. I think I will speak to the bilateral question first and to the multilateral question second.

Of course, the recommendations that I mentioned earlier really do apply to our own foreign assistance agency, AID.

It is true, there is a strong commitment, as the Women in Development Policy Paper states, to the potential for women's full participation and involvement in our major programs overseas. I think the dilemma is the real implementation of that policy.

This is why some of the recommendations that I made on behalf of OEF were to strengthen those mechanisms within AID to truly make that policy a reality. It has not reached that level yet. Women in development still have to be pushed up higher, into what I call the priorities of U.S. AID for its 5- to 10-year program thrusts for this country. So there is more to do.

With multilateral agencies, there is talk about trying to increase resources and training and credit to women through their programs, but it is very difficult for them to really do that because of the way they function and in view of their mechanisms.

I think the multilateral agencies need to look to the PVO's in some way to have a relationship so that our pilot programs are moved into those major activities of the multilaterals. I include the World Bank and others in that.

The CHAIRMAN. Thank you.

Ms. Hutar.

Ms. HUTAR. Mr. Chairman, in the case of the United Nations, there has been a lagging of implementation of the concepts in the IWY Conference goals. This is one reason why there is, in addition to the traditional partnership between UNDP and the fund a new aspect to that, and that is this: The fund is being involved as a consultant in countries where the UNDP has sent in a special team to discuss with the local people how better to see that women are involved from the very beginning in getting the training, the leadership development, and being involved all the way through on large-scale projects.

The fund itself is a multiplier factor of small amounts. It is a catalyst kind of organization.

But UNDP has huge projects as well in some of the other areas within the United Nations, and that is something that is coming about now. But it is desperately needed, I think, because we are not reaching our targets.

Ms. SMITH. May I just add one other point.

The U.N. High Commission on Refugees also needs to have resources pumped into it for training for women, because of the numbers of refugees that are women, the problems in Africa and the Middle East, and the kinds of training women need to become self-sufficient. Such training in those camps is critical.

So I think that is an agency that could use some real backing from you.

The CHAIRMAN. Thank you.

Ms. Derryck.

Ms. DERRYCK. I would like to come back to your question about what PVO's can offer that is unique.

We offer a support network based on our other experiences. It is something that can be rapidly replicated and moved from country to country. That is something that few Government agencies and very few multilateral donor agencies can do.

I think that we need to invest in institutional innovation in a way to make sure that those experiences that we have can quickly move into the mainstream of bilateral and multilateral assistance. That is why we are suggesting this women in development foundation, because that can be a bridge that quickly gets those kinds of experiences into that larger community.

The CHAIRMAN. Thank you.

Does anyone else want to comment on those questions?

[No response.]

The CHAIRMAN. Then, Ms. Hutar, would you comment on this next question.

The Fund for the U.N. Decade for Women has been operating for almost 10 years and the U.N. General Assembly has called for its extension when it expires next year. What, if any, impact has the fund's activities had on the agencies with which you are familiar and have worked? How effective has it been?

Ms. HUTAR. On agencies? I am not sure I understand.

The CHAIRMAN. What direct impact has it had? Is there a good, solid reason for extending it when it expires next year?

Ms. HUTAR. Oh, thank you. I understand now.

Certainly one of the areas in which the fund has been very helpful, so far as government bodies overseas are concerned, is the development of women's bureaus. This has been extremely helpful.

It was a very new idea to many countries, of course, and an old idea in ours. So you see that kind of impact.

Also, the fund works with private voluntary organizations which, in the United Nations, as you know, we call NGO's. They had a major effect there in involving the organizations and the members of those organizations to work on projects.

For example, Concepcion's project was done with a development group in Colombia, as well as UNICEF, with the fund providing the $50,000, which is a very modest amount. This helped 300 families.

So I think it is absolutely essential that the fund continue.

I think the importance of the NGO element in our own country, as well as in other countries, is the fact that with the economics as they are in so many countries—ours being somewhat on the upswing now, but there may be trouble ahead—we have to go to the private sector for help. We cannot expect the Government to provide all the money. They don't, anyhow, unfortunately. So I do think we need to have a broad base of support.

This not only brings funding, but it also brings the talents of those people to bear on the problem.

The CHAIRMAN. Mr. Lucas, did you have a comment?

Mr. LUCAS. Mr. Chairman, I would like to add one point.

I do think it is incumbent upon all of us at AID, the World Bank, and in the PVO community—we really can't expect the kind of changes which I know you anticipate when the development process is, in fact, managed by men.

At some point in time, we have to start appointing more women mission directors. If you start to look at women in the PVO community, why if you remove Elise Smith and Vivian Derryck, who are here this morning, the numbers get to be rather small.

You have to talk about more than the Government. You have to talk about more than the Congress. We are supposed to be role models in the Third World, but every time we show up for a meeting somewhere in a Ministry of Planning, or wherever, why we are all men.

In Africa, three of our seven country directors are women. While this might be commendable, the simple truth is that there probably are enough women out there to make seven country directors.

The point I am making is that we cannot come here and preach about change unless we start to make the internal changes in our own Government and private structures—foundations, corporations, and other places.

The Percy amendment has no chance for survival in the way it was conceived unless we make those changes.

Those are not just changes for people only in the Third World. Those are changes that we can make here at home, and they don't cost us any new congressional appropriations.

The CHAIRMAN. Thank you very much.

In the past 10 years, there has been an evolution in the approach taken to project planning for women in development efforts. In the early years, it seemed to me that we went about designing specific, you might call them "women's projects" that were funded as women's projects.

Today, and the emphasis has been increasing in the last few years, as reflected in AID's own policy guidelines, the emphasis seems to be on integrating women into every phase of project design and implementation.

Do you agree with this shift in emphasis? How well do you think it is actually working?

Any of you may respond.

Mr. Guyer.

Mr. GUYER. There certainly is a shift toward integrating women's activities into the mainstream, and I think each one of us has touched upon that. I think what one has to watch a little bit, though, is that in doing so, are you cutting off the necessary resources to give it the teeth that C. Payne Lucas was talking about a minute ago.

I mentioned in my testimony earlier that in order to get the women to have a real voice in these community committees in the Third World, you had to allocate certain funds for them. In a village of 5,000, with an allocation of $5,000 for 20 projects in that village, the male leaders often ate up those $5,000 in their own projects. This is not to say that their projects were not important. But we had to say out of the $5,000, $2,000 has to go to the women. On a very micro scale, moneys had to go to that purpose.

I think you take that into the larger scene, into the bilateral funding, into the United Nations, and there is a danger to cut some of the resources needed to make this happen. They have to go along together. The integration has to take place, but not with a cutoff of funds which would starve this fledgling program.

The CHAIRMAN. Thank you.

Ms. Smith.

Ms. SMITH. I also wanted to mention that, as I said earlier, I am convinced that both kinds of programs are needed—women specific as well as integrated programs.

Also, as we look to the role of women's organizations in the Third World, and their true potential, one area that needs greater attention is what we call institution building. When women acquire the necessary skills to manage and run their own organizations and expand their programs, they then have the ability and confidence to take on other kinds of leadership roles in their societies.

It gets back to C. Payne's point: women, to be involved in the decisionmaking and planning processes in their own countries, have to have experience to build their own strengths and to participate effectively without feeling cowed by the kinds of cultural problems that sometimes make them fearful.

The CHAIRMAN. The last question I have for you is this.

As you look to the future, what changes are needed in our bilateral aid programming to better integrate women into the entire development process?

Ms. SMITH. Well, I think I really tried to sock it to you, Senator Percy, in my earlier testimony. I gave three very concrete suggestions for AID to really strengthen the clout of what your amendment said.

The CHAIRMAN. Yes. But I mean beyond the suggestions that already have been made.

Are there any other things that occur to you?

Ms. SMITH. Beyond my suggestions, there are some major things that I think are important.

Because women are, oftentimes, not part of the formal education systems and really are out there at the village and able to do much more than they already have, the role of private voluntary organizations in the area of nonformal education in small groups of the village level is where PVO's are also very important. I think seeing more AID resources channeled through the third arm of United States foreign assistance, that is, the PVO's, is a very important place to look, if cost-effective, efficient, innovative, and, really, potentially powerful development is to happen.

The CHAIRMAN. Mr. Guyer.

Mr. GUYER. I think that probably this will not happen soon, that is, before November. But soon after November Congress might help on this.

AID has to take a good, hard look at its own structure. I think it is very important that the bilateral programs continue, since large-scale infrastructure building is something that none of us could do. It is needed. It is always going to be there, and it is going to be the predominant force in the AID structure.

But in their relationship to PVO's, it is schizophrenic, to say the least. There is lip service to what we do, but coming down to the realities, it is sort of a messy situation. Each one of the bureaus has its own guidelines and they interpret those in their own ways. We are not dealing with one agency. We are dealing with really five different agencies.

Second, with the decentralization that has gone on, it means dealing with about 100 overseas field missions.

So, the situation has become more and more murky and not clearer.

I think that somehow this has to be looked at very seriously and very soon. I would fit any of these elements in that same box. In other words, whether it is women in development, youth in development, any one of the disciplines, agriculture, health, population planning, this has to be looked at, the AID structure itself. I think there is some feeling in AID itself that this must be done soon. I would certainly encourage Congress to take a hard look at this at any early date.

The CHAIRMAN. Thank you.

Mr. Lucas.

Mr. LUCAS. Mr. Chairman, I would like to make two final comments.

I would not dare try to talk about your own budget and whether or not you can afford a full-time vigilance or surveillance officer. But certainly that is something that at least ought to be talked about.

Second, everybody in the system advances because they either write well, they speak well, they report the coup d'etat first, they write great cables, they write great position papers. I am saying that the Congress

should have something to say about how well women are doing and how well males are doing. You have to remember that some women are some of the greatest discriminators against women in the world. You have to look at how well one advances in the foreign policy process, how you get from an O–8 to an O–1 or to a Career Minister. One of the criteria ought to be how well have you done with women.

This comes up all of the time in the evaluation of AID officers.

Now, if we are looking at the thing next year and there are 198 officers around the world and we learn that we have one AID Mission Director and one Deputy who are women, that ought to tell you something. The same is true, for that matter, if you have one black or one of anything.

The system is that we are supposed to be a society based on pluralism and cultural diversity—the most exciting thing that we have to export abroad. To advance in our career system, both at AID and at State, the men and women who have those jobs must, in fact, perform, and the criterion is simple: What did this project do to benefit women, be it a special project or integrated?

You can add that up and bring it to Senator Percy, and I think the committee here knows how to count.

The CHAIRMAN. Thank you.

Ms. Smith.

Ms. SMITH. I would add one last comment.

One of the things that I think is very important to look at in the future is the way the bureaucratic processes within AID and the long lag times provide constraints for taking advantage of the true flexibility that PVO's offer for development. I know AID has tried to improve, but I do believe it is not just because Congress imposes certain requirements on AID, but because of their own internal regulations. To effectively streamline AID's processes, the capabilities of PVO's to move quickly and efficiently when they are using AID moneys should really be explored.

Thank you.

The CHAIRMAN. Thank you very much.

I would like to close this session of the hearing by stating that we have had a number of suggestions, and it seems to me that some of those suggestions could be incorporated in the form of amendments to the foreign aid bill which should be on the floor within a month. We may see the swiftest action on some of these ideas that is possible.

I will not ony serve as the floor manager of that bill, once it is on the floor, but also will be in the conference. So it is possible that the time between this hearing and enactment into law of some of these ideas might be very short indeed.

It has been an extremely valuable session this morning. I look forward to our session this afternoon.

We are, therefore, recessed until 2:00 p.m., at which time we will reconvene in this room.

[Whereupon, at 12:31 p.m., the committee recessed, to reconvene at 2 p.m., the same day.]

AFTERNOON SESSION

The committee met, pursuant to recess, at 2:10 p.m., in room SD-419, Dirksen Senate Office Building, Hon. Charles H. Percy (chairman of the committee) presiding.

Present: Senator Percy.

The CHAIRMAN. We are very happy to open this second phase of our hearings on women in development. We have two distinguished witnesses in our first panel. They are Jane Knowles, president, Association for Women in Development; and Susan Catania, former Illinois State Representative and former Chair of the Illinois International Women's Year Conference.

We are very delighted to have you, and I am especially happy to have a very valued constituent of my own appear here today.

Ms. Knowles, we would be happy to have you begin.

STATEMENT OF JANE KNOWLES, PRESIDENT, ASSOCIATION FOR WOMEN IN DEVELOPMENT, MADISON, WI

Ms. KNOWLES. Senator, I am here today to represent the Association for Women in Development [AWID]. The association is a professional organization with more than 700 members across the United States, among whose stated goals and purposes are: Increasing the awareness of the interdependence of nations, institutions and individuals in development, ensuring that women participate as full and active partners in a more equitable development process, and that they share in its benefits; strengthening research and action in the women in development field by increasing interaction among scholars, practitioners and policymakers; providing improved communications to a widening audience on problems and solutions relative to women in development, and improving the practice of institutions in the integrations of women as both agents and beneficiaries of development.

I want to call your attention to the goal of providing a forum in which three major constituencies, public policymakers, those involved in PVO programming, and university faculty and staff, can interact. I emphasize this goal for two reasons. First, its ties into those communities as they presently exist makes AWID a very formidable force for public education about economic development and the roles women play in the process. Second, the trialogue among these three groups within AWID can produce new knowledge and insights to greatly enrich our educational activities.

It is important to note that all AWID's constituencies have extensive experience with the development process itself. Hence our concern with the issue of women in development grows out of our knowledge of the larger problem of the need to create a process of economic development which increases the supply of goods, both tangible and intangible, to be shared, which makes the system of sharing a more equitable one, and which is self-sustaining.

We know, as I am sure all the members of this committee do, that women are playing active roles in the development process, especially but by no means exclusively, in the complex of tasks around the critically important business of producing, preparing, storing and marketing food.

The public education role AWID has begun to fill, first with its own members, and through them, to the larger communities they represent, involves recognizing these productive roles and supporting them via project design and implementation so as to make development a more effective process. That is to say, our concern is with both equity and efficiency.

Insofar as U.S. development activities ignore and hence fail to support women's productive roles, they have a negative effect on the efficiency of those activities. We waste the scarce and unfortunately declining resources available to support development when we fail to take account of women's productive roles, or even worse, when we proceed in such a way as to decrease their productivity.

I want to spend the next few minutes talking about the role which one of AWID's constituencies, the university community, and particularly the land grant universities, can play in this educational process.

First, we must remember that land grant universities are a unique kind of public institution, with a legislative mandate to provide practical education to the populations of their States. Traditionally, this education has been limited to instruction on improved farming and homemaking practices. But recently there is increased concern with helping the people of our States to gain a broader understanding of development issues, especially of the several rationales for U.S. participation in foreign aid.

U.S. AID programs, including title XII, and Biden-Pell grants are assisting in these efforts. One excellent example is the program NASULGC is about to begin which will use the extension services of four different States to provide development education to the populations they already serve.

Another is the combined programs of universities, including my own, and the World Hunger Education Service to create awareness of development activities through use of the broadcast and print media.

Insofar as these programs include information about women's productive roles in development, I am confident they will create new support for all foreign aid activities. U.S. women, rural and urban, are deeply engaged in productive activities at home; they will quickly recognize and I am sure strongly support efforts to enhance similar activities by women in developing countries.

Second, universities can advance our knowledge of the development process, its successes and its failures, and women's roles within it, by undertaking research on policy related topics and by examining the technical assistance programs they are implementing on AID's behalf.

Both parts of these sets of activities are mutual in nature. AID cannot operate without the universities, and vice versa. So far as the recognition and support of women's roles in development is concerned, however, we are at a critical juncture. There has been a significant investment by AID in what might be called capacity building activities within the universities to deal with women's roles in development. Both

the Agency's Office of Women in Development, despite chronic underfunding and chronic understaffing, and the title X strengthening program have played important roles in this process.

But now we in the universities feel real uncertainty about the future. The strengthening grants are being transformed into something called memoranda of understanding about whose nature there is considerable confusion. The Women in Development Office is both establishing new priorities and undergoing major personnel changes. We have the uneasy sense that the Agency has no clear idea about how or whether to use the capacity it has built within the university community, and that it thinks the entire job of capacity building to be completed. We would argue that a good beginning has been made, but that much more remains to be done.

Together, AID and the universities have made significant progress in dealing with all the issues we combine under the rubric of women in development. The Percy amendment provided much of the impetus for that mutual progress, and we must take care now that the momentum doesn't slacken.

I suggest that one way to ensure that this doesn't happen is to begin a series of discussions among AID, this committee, and other interested congressional committees, the PVO community, the universities, and such newer entities as the Coalition for Women in Development and AWID. The agenda for the discussions should include a combination of the review and appraisal and forward looking strategies techniques the United Nations is organizing for its Nairobi Conference. We need a clear sense of where we have been and what we have accomplished in order to set reasonable priorities for the future and to move forward into the 1990's and beyond.

And I should say that since this testimony was written, I have had a suggestion that one outcome of those discussions might be the idea for a Women in Development Foundation based generally on the model of the Inter-American Foundation.

In any case, the issue is too complicated and the goal of improving the development process by supporting the productive roles of all people too urgent for any of us to try it alone. By learning from one another, we can enhance the ability of all of us to engage in the sort of development education that can create new constituencies to support foreign aid, especially if that aid is directed to both halves of the population of developing countries.

Thank you, Senator.

[Ms. Knowles' prepared statement follows:]

PREPARED STATEMENT OF JANE KNOWLES

I am here today to represent the Association for Women in Development (AWID). The Association is a professional organization among whose stated goals and purposes are:

Increasing the awareness of the interdependence of nations, institutions, and individuals in development;

Ensuring that women participate as full and active partners in a more equitable development process and that they share in its benefits;

Strengthening research and action in the Women in Development field by increasing interaction among scholars, practitioners, and policy-makers;

Providing improved communications to a widening audience on problems and solutions relative to Women in Development;

Improving the practice of institutions in the integration of women as both agents and beneficiaries of development.

I call your attention to the goal of providing a forum in which three major constituencies (public policy makers, those involved in PVO programming and university faculty and staff) can interact. I emphasize this goal for two reasons. First, its ties into those communities as they presently exist makes AWID a very formidable force for public education about economic development and the roles women play in that process. Second, the trialogue among these groups within AWID can produce new knowledge and insights to greatly enrich our educational activities.

It is important to note that all AWID's constituencies have extensive experience with the development process itself. Hence, our concern with the issue of Women in Development grows out of our knowledge of the largest problem of the need to create a process of economic development which increases the amount of goods (both tangible and intangible) to be shared, which makes the system of sharing a more equitable one, and which is self-sustaining. We know—as I am sure the members of this committee do—that women are playing active roles in the development process—especially, but by no means exclusively, in the complex of tasks around the critically important business of producing, preparing, storing and marketing food. The public education role AWID has begun to fill, first with its own members and through them to the larger communities they represent, involves recognising these productive roles and supporting them via project design and implementation so as to make development a more effective process. That is to say, our concern is with both equity and efficiency.

I believe that this Committee has a crucial role to play in the task of making the U.S. contribution to the development process a more equitable and a more efficient one. Insofar as U.S. development activities ignore and hence fail to support women's productive roles, they have a negative effect on the efficiency of those activities. We waste the scarce resources available to support development when we fail to take account of women's productive roles or even worse, when we proceed in such a way as to decrease their productivity. A major AWID goal is to increase the knowledge of women's productivity with the aim of enhancing both it and overall economic development.

I want to spend the next few minutes talking about the role which one of AWID's constituencies—the university community, especially the land grant universities—can play in this educational process. I think the university community can serve development education efforts, particularly as they try to include women's contributions, in two ways.

First, we must remember that land grant universities are a unique kind of public institution, with a legislative mandate to provide practical education to the populations of their states. Traditionally, this education has been limited to instruction on improved farming and home-making practices, but recently there is increased concern with helping the people of our states to gain a broader understanding of development issues, especially of the several rationales for U.S. participation in foreign aid. USAID programs—including Title XII and Biden-Pell grants—are assisting in these efforts. One excellent example is the program NASULGC is about to begin which will use the extension services of four different States to provide development education to the populations they traditionally serve. Another is the combined programs of universities and the World Hunger Education Service to create awareness of development activities through use of the broadcast and print media. Insofar as these programs include information about women's productive roles in development I am confident they will create new support for all foreign aid activities: U.S. women, rural and urban, are deeply engaged in productive activities at home; they will quickly recognize and, I am sure, strongly support efforts to enhance similar activities by women in developing countries.

Second, universities can advance our knowledge of the development process—its successes and its failures—and of women's role within it. They can do this in two ways: by research on policy-related topics of interest both to faculty and to policy-makers; and by examination of the technical assistance programs they are implementing on AID's behalf. Here too there is recent evidence of new confidence on the part of AID (the Science and Technology Bureau, the Regional Bureaus and Missions) and the university community that this kind of research can be of real benefit in our shared goal of a more efficient and equitable development process.

Both parts of this set of activities are mutual in nature—AID cannot operate without the universities and vice versa. So far as the recognition and support of women's roles in development is concerned, however, we are at a critical juncture.

There has been a significant investment by AID in what might be called capacity-building activities within the universities to deal with women's roles in development. Both the Agency's Office of Women in Development (despite chronic underfunding and understaffing) and the Title XII Strengthening Grant program have played important roles in this process. But now we in the universities feel real uncertainty about the future. The Strengthening Grants are being transformed into Memoranda of Understanding about whose nature there is considerable confusion. The Women in Development Office is both establishing new priorities and undergoing major personnel changes. We have the uneasy sense that the Agency has no clear idea about how (or whether) to use the capacity it has built, and that it thinks the entire job of capacity-building to be completed. We think that a good beginning has been made, but that more remains to be done in this area.

Together AID and the universities have made significant progress in dealing with all the issues we combine under the rubric of "Women in Development." The Percy amendment provided much of the impetus for that mutual progress. We must take care that the momentum does not weaken. I suggest that one way to ensure that that doesn't happen is to begin a series of discussions among AID, this committee and other interested congressional committees, universities, the PVO community, and such newer entities as the Coalition for Women in Development and AWID. The agenda for the discussions should include a combination of the Review and Appraisal and Forward Looking Strategies techniques the U.N. is organizing for the Nairobi Conference. We need a clear sense of where we have been and what we have accomplished in order to set reasonable priorities for the future and to move farward into the 1990s and beyond. The issue is too complicated and the goal of improving the development process by supporting the productive roles of all people too urgent for any of us to try it alone. By learning from one another we can enhance the ability of all of us to engage in the sort of development education that can create new constituencies to support foreign aid, especially if that aid is directed to both halves of the population of developing countries.

The CHAIRMAN. Thank you very much indeed, and I want to pay tribute to you also, Ms. Knowles, for hosting an AWID dinner last fall bringing in women in development from many parts of the country. It was a great evening, and I did announce at that time my intention to hold this hearing.

Ms. KNOWLES. You did, Senator.

The CHAIRMAN. So that was part of the inspiration for the hearing. Thank you.

Susan Catania.

STATEMENT OF HON. SUSAN CATANIA, FORMER ILLINOIS STATE REPRESENTATIVE AND FORMER CHAIRWOMAN, ILLINOIS INTERNATIONAL WOMEN'S YEAR CONFERENCE, CHICAGO, IL

Ms. CATANIA. Thank you, Mr. Chairman.

It is my view, which I know that you share, that women are vital to the development of any country. Unfortunately, here in the United States as well as in Third World countries, this vitality frequently goes unrecognized. But women provide worldwide. We are still, in 1984, the basic providers of child care, of care of our homes, and of most other kinds of free labor. We have this in common in every country, and we have in common all of the problems that arise from this reality.

In 1982 it was my privilege to be a lecturer for the U.S. Information Agency in five cities in Brazil, in Quito in Ecuador, and in Nassau. In each city, as I was being briefed about the political background and the economic background in the country, I would be told, usually by a male staffer, that the women in that country had severe problems, but that they were very different from the problems of women in the United States.

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But when I gave my lectures, I talked about what women had been doing politically in the United States, and because I was a legislator and because I chaired the Illinois Commission on the Status of Women, I talked about the legislation that we had developed through the commission and that we had seen signed into law, and were working to see signed into law in Illinois.

I talked about child-support legislation. I talked about the Illinois Domestic Violence Act, a model act which had just been signed into law, and everywhere I went, people wanted copies of the Illinois Domestic Violence Act, and they had a lot of questions about how we were addressing the problem of child-support collection. They wanted to know how we were dealing with the problems of sexual assault. They wanted to know how we were addressing the economic problems of women.

A law student in Recife said that it was her observation that the male law professors and the male law students denied the problem of sexual assault, and that therefore it was very difficult to get a reasonable forum in which to address the problems.

The women in a study group in Rio de Janeiro were working on exactly the same kinds of problems that we were working on in Illinois. Rio de Janeiro is different from Recife. It is a huge metropolis where they were doing papers on displaced homemakers, domestic violence, all the same kinds of problems that we were addressing.

In Ecuador, a Congresswoman with whom I shared a platform said that they had good language about the rights that women were supposed to have in their constitution, but that that was the only place where you could find an address to the problems of Ecuadorian women. She said that in reality none of those rights existed, and that women needed to work together to build strength so that one day they could actually realize the rights that are supposed to be guaranteed by their constitution.

In Nassau, the U.S. Information Agency staff said that they had never had such an enthusiastic response to a talk because only about 40 women came, but they were energized by the topic. They said that it was absolutely necessary that women talk to each other and organize so that they could understand their common problems, recognize them, and use their resources to work on them.

The International Women's Decade, I think, was a marvelous opportunity for us to begin that kind of discussion, and we have developed some excellent agendas. I hope that it will be regarded as only a beginning. There has been far too little funding for opportunities for women to have forums in which to discuss this mutuality of our provision of service and of our needs. There has not been, I think, even a strong foundation laid for channels which women can use to reach their governments, and I think this is even a bigger problem in Third World countries, but I can certainly testify to the fact that many women even in the United States feel that they do not have enough channels that they can use to express these concerns to their governments.

The International Women's Decade, however, was supposed to provide an opportunity for women in every country to share these concerns and to build these channels. I think it has been only a beginning.

I chair the Women's Committee, 1992 Chicago World's Fair. We have discovered that at the Columbian Exposition in 1893 in Chicago there was a women's building because a very wealthy woman, Bertha Palmer, was able to afford to travel to every country in the world and persuade women there to have exhibits in that building. The Empress of Japan sent her daughter to preside over a display of silks. Mary Cassatt did paintings. A woman architect designed the building. Nearby there was a child-care center in 1893 where people could leave their children while they went to the fair.

We recognize almost 100 years later that we cannot achieve anything like what was achieved in 1893 unless we have strong support from many sources. Bertha Palmer said in 1893 that the Government had just discovered women. We would hope in 1984 that the Government would have continued with its discovery and made a great deal more progress working with women than we see that it has in 1984.

But, of course, I am preaching to the faithful here. Your having these hearings demonstrates your interest in addressing these problems. I am delighted that you are having the hearings and that you are recognizing that we must open these channels, particularly with women in other countries. We don't have Bertha Palmer's any more. We must rely on help from our governments so that we can build this commonality to recognize the resource that women are in every country. It has rarely been recognized. It is fruitless to continue to reinvent the wheel, and I congratulate you on giving us an opportunity to help to build constructive ways to move forward rather than to be on a treadmill continually reinventing.

Thank you.

The CHAIRMAN. Thank you very much. We appreciate both of your statements very much.

Ms. Catania, I wonder if you could tell us, because you have lectured abroad and had a good opportunity to observe the reactions of other people, what in your view is the current public perception of the importance to the United States of economic development in the Third World? Do they think we regard this as a matter of national priority, and if it is not as high ranking as we would like to have it, what do you think can be done to improve public awareness of the programs that we are carrying out?

Ms. CATANIA. In the United States, I think that we need a concerted effort to persuade the media to do more in-depth reporting, to send people perhaps on assignment to Third World countries, and particularly, to report on the real situation of women in those countries, to promote understanding. But I felt very strongly in traveling for the U.S. Information Agency that the people who work in just those offices—and I would expect that people who work in other U.S. Government offices abroad have the same attitude—the people in those offices have a genuine desire to build the links that they are there to build with people in those countries, that because they live in those countries they know who the local people are who have sound ideas and sound recommendations to make.

We have them there, and I think we could do a great deal more to work through them to reach people in those countries and connect them with resources in this country, and to try to publicize the very connection and to improve the flow of information.

Maybe that doesn't sound as specific as it ought, but we do fund operations in all of these—most of these countries, and I think we need to explore all the possibilities for improving the two-way flow of information.

The CHAIRMAN. Do you want to comment on that, Ms. Knowles?

Ms. KNOWLES. I agree, Senator Percy. I think that we should make more and better use of the people who we already have placed in foreign countries, and that includes obviously university people as well as Government officials. I think also there is a strong need for better development education within the United States at all levels, beginning in the schools and working up through public media, and I think that the universities are beginning to recognize that they have a role to play here and are beginning to take part in it.

And associations like ours, AWID, also obviously beginning—we are only 2 years old—and trying to organize development education activities that will have the kind of impact that Ms. Catania is talking about, that will help people to recognize the productive roles that women are playing, and try and build on those.

Ms. CATANIA. Perhaps when people return from a USIA tour, there could be some followup. I realize that that Agency does its work in other countries, but perhaps there would be a way to fund lectures back in this country by the people who have just completed a tour so that they could report to people here on what they have learned while they were lecturing.

Most people in this country don't even know what the U.S. Information Agency is. You have to say the Voice of America is part of it before they even realize what you are talking about.

The CHAIRMAN. Ms. Knowles, you mentioned your dismay that title XII strengthening grants are being transformed into memoranda of understanding.

Could you explain this problem in more detail?

Ms. KNOWLES. Perhaps "dismay" is too strong a word, Senator.

The current strengthening grant process has paid explicit attention to women in development. Parts of the guidelines for the strengthening grants have called for universities to pay attention to these issues.

The memoranda of understanding are very new and there are no written guidelines for what will be the largest set of memoranda. At the moment it appears that the process will be one of negotiation on each university campus, to come to some sort of a mutual agreement with AID about what kinds of services AID will expect from that university.

So there are basically no overriding guidelines. Universities are not being told that they ought to pay attention to women in development. It will be a process of power broking on everybody's individual campus as to how much force and pressure you can put on your own university to make sure that this happens.

This is the kind of process where AID needs the universities and the universities need AID, everybody working together for a common goal.

Now, the written guidelines, when they emerge, may well call for this kind of thing, but at the moment they do not, and although I have seen three actual memoranda, none of them specifically mention women in development. They each have an area, for example, nutrition, you

can stretch and probably stick something in there about women, but there is no specific mention in the ones that I have seen, whereas in the strengthening grants there really is some specific mention.

The CHAIRMAN. Could you comment on the role of the media in contributing to a better understanding in the United States of the Third World—the importance of the Third World to economic peace and stability and to our own self-interest? Do you feel that the media are doing a credible job now of interpreting the real problems of the Third World to the American public and, if not, what could we do to improve on the body of information available to us?

Ms. CATANIA. Most of what I have read in the press since I came back from Brazil has dealt with Brazil's financial problems. There is very little about the very sophisticated cities. There is very little about the real problems of people in the impoverished areas of Brazil. Recently they did have some serious problems in the northeast because of the extreme poverty, and there was a small item about that.

But I don't remember reading a lot of in-depth coverage of the reasons for the problems, and I certainly don't recall reading a great deal describing the problems of people in Ecuador or other Third World countries in an in-depth kind of way.

One way to address that might be to invite such in-depth articles from journalists in major papers in cities in those countries. There are very skilled journalists, which one might not even realize if one had not been there and met them.

We see quotes frequently from La Stampa and the London Sunday Times and other European newspapers, but we don't very often read quotes, and certainly articles—I don't remember ever reading an article from a newspaper in a Third World country that had just been translated for Americans so that we could understand a perspective from that country.

The CHAIRMAN. I would like to look ahead to the Nairobi conference next year, and the possibility that some subject matter may be brought into it which is unrelated to women in development, such as apartheid or Palestinian claims. They could draw attention away from the real problems of women, especially women in development.

Is there anything that can be done to see that these issues, important as they may be in themselves, do not detract from the real purpose of the conference? Or is it inevitable that the conference will be politicized?

Ms. CATANIA. I suspect that the women who go and address a single issue that their government want addressed in a very single-minded kind of way are funded by their governments to go to these conferences and told that they are going for the purpose of addressing this one issue, Zionism, for instance, at the Mexico City conference.

One way to try to head off the problem might be to provide adequate funding so that large contingents of women with a demonstrated commitment to working on the problems that women share in every country could go from all of the countries where it is possible to achieve that. I am not aware that the United States, as one example, has made a commitment to funding a large contingent of women to go, nor am I aware that it has urged other countries to make that kind of commitment to funding, so that women who are demonstrated leaders in addressing the problems of women can go and talk in a forum set up for exactly that purpose.

Ms. KNOWLES. Senator, I would like to address both of those points.

I have had an opportunity to spend a few days at a conference at Wingspread where we were, among other things, spoken to by Dame Nita Barrow, who is head of the NGO planning committee for the Nairobi conference, and also some U.N. staff people were there.

The African women are even more concerned than we are that this conference not suffer from some of the political difficulties that Copenhagen and Mexico City did, and an admittedly fragile but so far a still viable consensus has been developed that the hot issues like apartheid, and Zionism, and so on, will be discussed at a certain part of the conference, in effect, that part of the conference which looks backwards to what has happened over the decade, that they will not be part of the larger, forward-looking strategies part of the conference, so that there is a good deal of concern not just in the United States but elsewhere that these issues not be allowed to disrupt Nairobi as they did disrupt Copenhagen, and to claim most of the press attention as they did there.

On the issue of large contingents of women, United States and otherwise, Dame Nita Barrow has made clear to us, at least, that the Nairobi conference is going to be quite different from Copenhagen and Mexico City in that participation in the NGO forum will be held to about 3,500 people. That is fewer than half of the NGO participants in Mexico City, and there were an even larger number in Copenhagen. This is in part a function of the available hotel space in Nairobi and part a function of the desire of the Kenyan Government that the Nairobi meeting be somewhat more perhaps orderly is the right word, less chaotic than Copenhagen, so that although certainly we will have need for U.S. funding, I am not certain that it will be for large delegations of women, but rather for delegations which are very carefully selected and which have substantive issues to bring to the forum.

The CHAIRMAN. Thank you.

There has been a suggestion that the United States might better contribute to the purpose of the conference by limiting the number going to Nairobi, where accommodations may be limited, and holding several similar conferences in this country. I just would like your reaction to this suggestion. Will such conferences help focus our attention on the problems of women in the Third World? If you think that is a good idea, how should they be structured?

Should each local group design topics and programs of their own, or should we try to have a central organized plan whereby they can conduct seminars that might be somewhat similar in nature? Do you think seminars might also be of interest to the media and the American public?

Ms. CATANIA. Well, there are several things——

The CHAIRMAN. My point is, there just isn't a constituency for Third World development in this country. There is a constituency for an awful lot of activities that we conduct abroad, but not necessarily for this, and I am trying to see what we can do to develop support back here among the American public.

Ms. CATANIA. And there are several things that have to happen. I think you are absolutely right, that in many cases a basic education program is necessary, and maybe that could be part of conferences and seminars. You might want to use the same pattern that was used in the International Women's Year Conference in all of the States,

culminating in a national conference. Or you might just want to have hearings.

But I think working with universities and community colleges might be a good way to start so that you did some basic offering of education. It sounds a little presumptuous to me to say we are going to educate you, but at least opportunities could be offered for people to learn more about it before you planned conferences and seminars and maybe hearings.

Ms. KNOWLES. Every time we offer the people of our State an opportunity to learn anything about foreign aid or economic development, they overwhelm us with their interest. I know that constituency is out there, and I agree that we need to address them more directly than we have been.

I think that conferences within the United States at the same time as Nairobi—but do something like what is going on at Nairobi—the combination of a review of the progress to date and forwardlooking strategies to go into the future, would be a very useful and productive and helpful way to go.

The CHAIRMAN. My last question deals with what stage we are in now in women in development. There has been a great deal of academic research done on the role of women in development over the past 10 years. Some excellent work has been reviewed and discussed, certainly last year at the Conference of the Association of Women in Development.

What are the most important areas now that we still need research in, or have we reached the stage where there has been enough research done and we just need to strengthen public education and public knowledge as to what is already known?

Ms. CATANIA. I think there has to be ongoing research and documentation. I don't need to tell you that it is impossible to address a problem if you don't have documentation of the problem. So that must continue.

But I think we have enough documentation of what problems exist, what the scope is, that we ought to be able to move from there. We certainly have a large body of information to be used in public education, and we have enough information that we can say these are the needs in Third World countries, these are the particular needs of women with men and separate from men, and let us construct ways to address those needs.

Ms. KNOWLES. I am delighted that someone not from a university said there is never enough research, that we need more. We do.

We need to keep on going in research. Obviously we are moving away from simple descriptive kinds of research into more theoretical and analytical kinds of concepts. We need to continue the business of capacity building. I don't think we can afford to let the women in development people become the geriatric generation that many of the development people on our campuses have become over the last 40 years.

We need to use our knowledge to improve practice, to improve the design and the development and the implementation of projects so that they really do increase economic development and make it a more equitable process. There is still not a very good connection necessarily between the research and the practice, and we need to work on that.

The CHAIRMAN. Well, I agree with you that there is still a lot to be learned, and I think that ought to be the goal that we pursue.

I thank you very much, both of you, for being with us.

Before you do leave, I would like to take this opportunity to note the presence in our audience, sitting next to Pat Hutar, of Mildred Marcy, whose inspiration and role in bringing this topic to public attention deserves a great deal of credit. We pay tremendous tribute to you, Mildred, for all of the work that you have done.

This must be a very happy day, as last night was a happy evening for us all.

Thank you very much.

[Applause.]

The CHAIRMAN. No applause is ever allowed in the Senate Chamber or in the galleries——

[General laughter.]

But the nice thing about being a committee chairman is you can make your own rules in your own committee room. So that applause is very much warranted and appreciated and noted for the record.

Our final panel includes Michaela Walsh, president of the Women's World Banking; Lee Bloom, vice chairman, U.S. Council for International Business, former president and vice chairman of Unilever U.S.; and Sam Haddad, the deputy director, American Institute for Free Labor Development, the AFL–CIO.

Why don't we just start right in.

Ms. Walsh, would you please begin?

STATEMENT OF MICHAELA L. WALSH, PRESIDENT, WOMEN'S WORLD BANKING, NEW YORK, NY

Ms. WALSH. Thank you, Senator Percy.

As president of Women's World Banking [WWB] and also as a member of the advisory committee on foreign voluntary aid for AID, I thank you for the opportunity to speak with you today about the future of women in development, with particular focus on the economic development as it relates to women.

After listening to Director McPherson this morning with his emphasis on the economic development, I am interested that this particular panel was saved for the end of the day. I hope that that indicates the importance of the role of women in economic development.

As the administrative head of Women's World Banking, I have an opportunity to keep abreast of the changing directions of the development programs of the less developed countries and the changing attitudes of donor agencies.

As part of this ongoing effort, last week an associate of mine attended a meeting at the United Nations entitled "Grass Roots Connections, New Forms of Collaboration." When my associate returned from the meeting, she was furious. Neither the governments nor the local nongovernment organizations of the LDC's had been represented at that meeting. The grassroots had had no voice at the meeting about grassroots connections.

While the meeting seemed in some ways to be totally unproductive, I do not regard it as a total failure. I feel that the collaboration between donor organizations and recipient nations over the last 10 years, thanks to the U.S. Foreign Assistance Act of 1973 and your own amendment on women in development, has generated great collaboration between

the United Nations, private voluntary organizations, and unilateral government development programs. Without those efforts, we cannot begin to eliminate the duplication and the misuse of materials.

But better coordination of the efforts of international donor organizations alone is not enough. We need greater collaboration with local authorities, local PVO's, and the local business and banking community from the very inception of development programs. This collaboration is essential particularly if the Women in Development Office and other U.S. AID programs are to deliver aid successfully to the grassroots of the targeted LDC's.

Those in the developed countries who administer aid to the LDC's are in a unique position to support the innovation of local citizens of those countries, to stimulate local, regional, and international trade. By representing opportunities for more exchange among women, particularly, in business and banking, both in developed and the developing countries, we feel that more commercially viable enterprises can be developed within those countries which is an essential to help stimulate increased income at all levels of the economy.

In one sense, like any good farm manager, it is time to roll up our sleeves, listen to the farmhands, and provide the best possible fertilizer for the indigenous plants. If there is plenty of local compost, it hardly makes sense to import manufactured nitrates. I think this is particularly significant as far as the African women in agriculture development is concerned.

But let me tell you something about the efforts of AID, and particularly the collaboration of the two offices in AID, both the women in development and the private enterprise office, which is a new incentive to stimulate business development, and the assistance that they have given toward the Women's World Banking initiative.

Women's World Banking was started with 20 women who met in Mexico City in 1975 at the U.N. Conference on the Decade for Women. We had a very simple idea which was to incorporate low-income women into the money economies of their countries. We are grateful to the UNDP, to the U.S. AID as well as five other countries, corporations, foundations, and individuals who have helped support this global enterprise.

I can say that in addition to the efforts so far, we have now crossed a milestone. Some regional organizations, the African Development Bank among them, have indicated interest in exploring ways in which we might be helpful in stimulating more collaboration with the women in development programs in regions.

To achieve this goal, Women's World Banking established four important facilities; an infrastructure which gives women microenterprises access to local credit and management assistance; an infrastructure which gives these same women access to the local factors of production, capital, information, technology, and markets; a global network of women leaders in banking, finance and business, and an independent financial institution to guarantee loans from local banks to individuals and small businesses; and, to make loans to small local women's banks.

To set up the first three facilities, Women's World Banking held international workshops of women leaders in banking and finance. During these workshops, individual contacts and ties among these women

leaders were established, and the natural growth of the global network of women leaders in banking, finance, and business accelerated.

Also at these meetings, the representatives of various participating nations were motivated to launch local affiliates of Women's World Banking. When they returned to their homelands, women leaders in banking, finance, and business, in association with their male counterparts, formed the core of local affiliates we call Friends of Women's World Banking. These affiliates give their countrywomen access to credit, management assistance, and to other local factors of production.

The final mechanism of WWB, loan guarantees, and loans, is our organization's only centralized facility. Loan guarantees to local banks in LDC's stimulate new lines of credit in that country. The guarantees are provided primarily for women borrowers who cannot get credit without a guarantee and who lack access to the conventional guarantees of family, friends, and business affiliates.

The purpose of these loan guarantees and loans to small banks which in turn lend to local entrepreneurs is straightforward, to give women entrepreneurs and small companies which are majority owned and managed by women the opportunity to build capital, to own the assets necessary to their business, and to reinvest in their businesses for long-term growth and self-reliance.

This small business approach to development aims to establish more jobs for each dollar. This approach benefits many women or many people, even though the most direct and visible beneficiaries are a limited group of entrepreneurial women.

The International Development Association began to concentrate on this development approach in 1971, and also in the United States, recent studies conducted at Brookings Institute and MIT found that businesses with fewer than 20 employees formed 35 percent of all new jobs created in the United States between 1976 and 1980.

Loans and guarantees targeted to women entrepreneurs and to small businesses controlled by women not only extend the ownership of capital but also managerial skills and technical education. Simultaneously, this represents the creation of jobs, opportunity for job training, and greater distribution of wealth at all levels of the economy, we believe.

Accomplishing our four goals requires thorough and continuous collaboration among the women in the LDC's where our loans and loan guarantees are provided, and with Women's World Banking. Most of this collaborative effort is at the local level without Women's World Banking's intervention.

Let me outline briefly how we build this decentralized organization that is so important to our own success, and then give you two examples of how that has been implemented within the local countries.

In 36 countries where we currently have or are establishing local affiliates, the Friends of Women's World Banking are responsible for establishing good relationships with a major bank, raising funds for local loan guarantee funds, selecting potential loan recipients, arranging a management assistance network, and maintaining liaison with Women's World Banking.

Once suitable projects have been identified by the local Friends group and approved by the lending bank, WWB provides loan guarantees. We guarantee up to 50 percent of the loans. The local affiliate, through

its own fundraising, guarantees up to 25 percent, and the lending bank is left with a risk of 25 percent.

Since 1981, Women's World Banking has guaranteed over 300 loans and as a result of those have motivated independent organizations to guarantee an equal number of loans in four countries through the formal banking system. So far there have been no defaults, we have never been called on to fulfill its guarantee obligations, and the financial enterprises are profitable, as are the lending banks.

The commissions and interest the Friends earn on the loan guarantee funds pay for management assistance, small offices, and surpluses increase the principal of the loan guarantee funds. Further, these local groups complete a detailed annual self-assessment of its own organization and lending activities.

People at the World Bank have helped complete an evaluation of those self-assessments, and the results are very interesting, which I will be happy to provide you if you wish.

The first of the newest projects is in Thailand. Friends of Women's World Banking in Thailand, is a nonprofit consortium of local private sector organizations whose objective is to help underprivileged women develop, expand, and improve small businesses to select jobs and raise living standards.

Women's World Banking, Thailand, has established a relationship with the Bangkok Bank. It raised funds which have been deposited in an interest bearing account at the Bangkok Bank. This account is the Friends' Loan Guarantee Fund.

Women's World Banking, Thailand, through the individual member groups, identifies potential loan entrepreneurs for recommendation to the bank for loans. Women's World Banking, Thailand, also provides management assistance to borrowers.

The Bangkok Bank is committed to provide loans equal to twice the Friends of Women's World Banking, Thailand Loan Guarantee Fund, and assumes full risk for 50 percent of each loan. The bank approves loans to individual entrepreneurs, and along with the Thailand, monitors loan repayments.

WWB became financially involved in the Thai project only after these arrangements had been completed. We provided the additional guarantee equal to twice the size of the Thai Loan Guarantee Fund. This additional guarantee is matched one-to-one in additional bank loans. The end result of this guarantee agreement is that for every loan, 50 percent is guaranteed by Women's World Banking, 25 percent by the Thai group, and the remaining 25 percent by the bank.

The Thai project is part of a national dairy development program originated by the Thai Government to encourage the vertical integration of the nation's dairy business. Women's World Banking and Women's World Banking, Thailand, are involved in only one aspect of this project, the establishment of small dairy farms. These small businesses are run by households which met the standards of the Thai program, the local participating private enterprise and the Bangkok Bank.

Of the 85 households recommended by Women's World Banking, Thailand to the bank for financial assistance, 82 have been approved. These new businesses will use the loan proceeds to buy cattle, learn the dairy business, from milking the cows to artificial insemination.

Loans range from $7,000 to $10,000 in local currency. Maturities are for periods of 8 to 10 years, with a maximum grade period of 1 year.

The loan program in India is a different example. In the economy of India, only 6 percent of working women are in organized industry. The rest fend for themselves as street vendors, quilt makers, junksmiths, roadbuilders, farm laborers and the like. Many paid usurious daily interest rates to money lenders, often 10 to 20 percent per day. The women were barely able to rent necessary implements and pay their bills.

In 1972, these Indian women organized into the Self-Employed Women's Association [SEWA]. At first, their purpose was simply to defend their rights, but by 1974, 4,000 largely illiterate members of SEWA had established their own cooperative bank known as SEWA Bank. This was a significant accomplishment, but the bank lacked the resources to lend substantial amounts.

Women's World Banking became involved when it lent the SEWA bank funds for a loan program to help low-income women establish or expand income-providing enterprises. With these loans, a cart puller can buy her own cart, a vegetable seller can increase her daily income, instead of working for middlemen at low piece rates and so on.

The SEWA Bank is responsible to Women's World Banking to oversee all the loans and to give borrowers management assistance. SEWA Bank must repay the full amount of the loan to Women's World Banking in 6 years and pay interest in the interim. The original intention was repayment in dollars, but currency controls made this process too complicated. Instead, after long negotiations with the Reserve Bank of India, we established a rupee fund which has been established under the name of Women's World Banking, Western India. This fund will remain in India. SEWA makes its payments into the fund. The combined capital of this fund is composed of loan repayments and proceeds of local fundraising drives.

When the loan to SEWA Bank is fully repaid, the fund will be used to expand the WWB program through other small banks in India.

The real significance of this effort, Senator, is the fact that this bank and this new fund is in the name of and managed and controlled by the women of India.

Collaboration with local independent and private sector organizations from the inception of projects reduces the threat of sudden changes in the management of ongoing development projects. Some of these projects will meet the U.S. AID-WID directive to directly benefit women economically, as do the examples which I have outlined. Decentralization of day-to-day management of programs is absolutely essential. Donor organizations and countries will need increasingly to identify forms of aid which can be monitored with the least possible intervention by international organizations.

I can think of no form of aid more appropriate to the Women in Development Office than giving individuals in the LDC's a chance to contribute to their own economies through their own ingenuity, inventiveness, industry, and initiative. Women in the LDC's have been an untapped resource, and giving them the opportunity to benefit their economies is the goal of Women's World Banking. We have already made tremendous strides toward that goal.

The future of Women in Development and development programs in general depends upon the willingness of international and local government and private organizations to support the development programs which sprout from the grass roots of the LDC's, support which fosters collaboration on a noncompetitive basis between international donor organizations and local banking, finance, business, and grass roots infrastructures. Support of a collaboration which effectively identifies development programs that efficiently transfer the unique skills of each collaborator to women, the skills of production, operations and accountability that in turn guarantee an environment of responsibility, trust, and self-reliance.

Thank you, sir.

[Ms. Walsh's prepared statement follows:]

PREPARED STATEMENT OF MICHAELA WALSH

Senator Percy and honorable members of the Senate Committee on Foreign Relations, thank you for inviting me to speak on the future of Women in Development. It is a great honor for me to have this opportunity.

An important aspect of heading the administrative offices of Women's World Banking is keeping abreast of the changing environment among donor organizations and the future directions in development programs of the less developed countries (LDC's).

As part of this ongoing effort, last week I sent one of WWB's top aides to a U.N. discussion entitled "Grassroots Connections—New Forms of NGO and UNDP Collaboration." When she returned from the meeting, my aide was furious. Neither the governments nor the local non-government organizations of the LDC's had been represented at the meeting. There had been no contribution made from the grassroots at a meeting about grassroot connections. My aide concluded that, under those circumstances, the meeting had been totally unproductive.

While I agree that it is impossible to consider a comprehensive variety of development programs without the participation of LDC representatives, I do not consider that the meeting was a total failure. Collaboration among donor organizations and recipient nations was not possible at that meeting due to the absence of the latter. However, this attempt by the U.N. and international Private Voluntary Organization (PVO) representatives marks an important first step toward cooperation between government and NGO development programs.

Ten years ago when U.S. AID implemented the Foreign Assistance Act of 1973 and the Percy amendment on Women in Development, cooperation between U.N. PVO and unilateral government development programs was practically nonexistent. The absence of coordination between these agencies led to duplication of effort and actual cases of materials waste during those years.

At least, by planning together, U.N., unilateral foreign aid and PVO efforts have a better chance of minimizing waste and duplication. Their combined efforts will become more efficient.

Chances of more effectively delivering relief and development assistance to LDC's and to the women of the less developed countries are not, unfortunately, enhanced through better coordination of international donor organizations alone. To accomplish this crucial future requirement, collaboration with local authorities, local PVO's and local business infrastructures must be established at the very inception of development programs.

This collaborative step is the most important one which Women in Development and other aid programs must take in order to ensure that future development programs successfully deliver aid to the grassroots of targeted LDC's.

Ideas for economic growth and development exist among the grassroots of any nation. Initiative and innovation are not the exclusive domain of a few select people. Were that the case, one world power could dominate all peoples. Without ideas at the grassroots level, the United States and other world powers would not exist as we know them today. If today's world powers ignore the potential which exists in LDC's at the grassroots, a centralized, often ineffective, system of development assistance will languish as will the LDC's.

Those in the developed countries who are involved in administering aid to LDC's are in the unique position to support the initiative of local citizens of those

countries. Each one of the multilateral, unilateral and non-government development organizations has a responsibility to deliver effective assistance to the grassroots level of each LDC by collaborating with its constituents.

Like a good farm manager: it is time to roll up our sleeves, listen to the farm hands and provide the best possible fertilizer for the indigenous plants. If there is an abundance of compost locally, it hardly makes good sense to import manufactured nitrates.

Women's World Banking was started by 20 women who met at the 1975 U.N. Conference on the Decade for Women. Listening to the constraints faced by women due to their lack of access to credit and to the formal sector, they had a very simple idea: to incorporate women into the money economies of their countries.

In order to achieve this goal, we have taken the necessary actions to establish four important facilities:

(1) An infrastructure which provides women micro-entrepreneurs with access to local management assistance;

(2) An infrastructure which provides these same women with access to the local elements of production, e.g., capital, information, technology and markets;

(3) A global network of women leaders in banking, finance and business; and

(4) An independent financial institution to guarantee loans from local banks to individual small businesses and to lend to small local women's banks.

In order to set up the first three facilities, Women's World Banking (WWB) has held three International Workshops of Women Leaders in Banking and Finance. During these workshops, invaluable contacts and ties among these women leaders are established. The very existence of these workshops accelerates the growth of a global network of women leaders in banking, finance and business.

Also at these meetings, the motivation to start local affiliates of WWB is inspired among the representatives of various participating nations. Upon their return to their homelands, women leaders in banking, finance and business, in association with their male counterparts, provide the starting point for local affiliates known as Friends of Women's World Banking. These affiliates provide their countrywomen with access to management assistance and to the elements of production.

The final mechanism of WWB, loan guarantees and loans, is the only centralized facility of our organization. Loan guarantees to local banks in LDC's stimulate new lines of credit in that country. The guarantees are provided primarily for women borrowers who cannot gain credit without a guarantee but who do not have access to the conventional guarantees of family, friends or business affiliates.

The purpose of providing these loan guarantees and of lending to small women's banks, which in turn lend to local entrepreneurs, is a straight forward one: to allow women entrepreneurs and small companies which are majority owned and managed by women the opportunity to build capital; to own the assets necessary to their chosen business; to reinvest in their businesses and to ensure long-term growth.

This approach to development based on small business aims to establish more work places for each dollar. By creating more jobs, this approach benefits many people even though the direct recipients of the loans may represent a limited group of entrepreneurial women.

The International Development Association (IDA) has recently begun to focus on this development approach and has found that: "lending to small and medium scale industries tends to create more jobs than does investment in large industrial projects. In Bangladesh, for example, there are 50,000 small enterprises and 500,000 cottage industries which account for 35 percent of the industrial value added and 80 percent of industrial employment."

A similar reality prevails in the U.S. Recent studies conducted at the Brookings Institute and at MIT found that businesses with fewer than 20 employees were responsible for 35 percent of all new jobs created in the United States between 1976 and 1980.

Loans and loan guarantees targeted to women entrepreneurs and to small businesses that are controlled by women not only help redistribute capital i.e. wealth, but also lead to the redistribution of managerial skills, technical education and create jobs and job training.

The accomplishment of our four goals requires thorough and ongoing collaboration among women of the LDC's where our loans and loan guarantees are provided, WWB affiliates and WWB. The bulk of this collaborative effort occurs

on the local level, without the intervention of WWB. I will briefly outline how we are able to thrive with this decentralized organization that is so importnat to our success.

In 36 countries where we currently have or are presently establishing local affiliates, the Friends of Women's World Banking are responsible for (1) establishing good relations with a major bank; (2) raising funds for local loan guarantee funds; (3) selecting potential loan recipients; (4) arranging a management assistant network and (5) maintaining liaison with WWB.

Once suitable projects have been identified by the local Friends and approved by the lending bank, WWB will become involved in estabishing loan guarantees. WWB guarantees up to 50 percent of the loans and the national affiliate, through its local fund raising, guarantees up to 25 percent. The lending bank is left with a risk of only 25 percent of the total outstanding loans.

Since 1979, WWB has guaranteed over 300 loans in four countries and has motivated WWB affiliates to guarantee an additional 300 loans. There have been no defaults reported to date. WWB has not been called upon to fulfill guarantor obligations in any case. The enterprises being financed are profitable as are the lending banks. The Friends of WWB makes enough from commissions and interest on the loan guarantee funds to administer management assistance, small offices and to increase the principal of the loan guarantee funds. Further, each of these local groups has completed a detailed annual self assessment of its own organization and lending activities.

Two examples should clarify our loans and loan guarantee programs and illuminate this structure of inter-dependent decentralization further. The first case is of our newest project in Thailand.

Friends of WWB-Thailand (FWWB-T), is a non-profit consortium of local NGO's whose objective is to help underprivileged women develop, expand and improve small businesses in order to create jobs and to raise the local standard of living.

FWWB-T has cultivated a relationship with the Bangkok Bank. It raised funds which it then deposited in an interest bearing account at the Bangkok Bank. This account is the FWW-T loan guarantee fund. FWWB-T, through the individual NGO member groups, identifies potential women entrepreneurs for recommendation to the bank for loans. FWW-T also provides some management assistance to borrowers.

The Bangkok Bank made a commitment to provide loans equal to twice the FWWB-T loan guarantee fund. The bank assumes full risk for half of those loans. The bank approves loans to individual entrepreneurs, monitors loan repayments and provides financial assistance to borrowers.

WWB became financially involved in the Thai development project only after the aforementioned arrangements had been completed. WWB provides an additional guarantee equal to twice the size of the FWWB-T loan guarantee fund. This additional guarantee is matched one to one in additional bank loans. The end result of this guarantee agreement is that for every unit of currency lent, 50 percent is guaranteed by WWB, 25 percent is guaranteed by FWWB-T and the remaining 25 percent is at risk to the Bangkok Bank.

The project being financed in Thailand is part of a national dairy development program which originated in the Thai Government. This program is one of vertical integration of the national dairy business. WWB and FWWB-T are involved in only one segment of this project: establishment of small dairy farms. These small businesses are run by households which met the local standards of the Thai program, the local participating NGO's and the Bangkok Bank.

Of the 85 households recommended by FWWB-T to the bank for financial assistance, 82 have been approved. These new businesses will use the loan proceeds to buy cattle, learn the dairy business and perform all the functions of the business from milking the cows to artificial insemination. Loans range between $7,000 to $10,000 in local currency. Maturities are for periods of 8 to 10 years, with a maximum grace period (for repayment) of 1 year.

Our loan program in Western India is a very different example of WWB activities. But, once again, the initiative for this loan program emerged from the indigenous population of women.

In the economy of India, only 6 percent of working women are in organized industry. The remaining 94 percent fend for themselves as street vendors, quilt makers, junksmiths, road builders, farm laborers, etc. Many of them were accustomed to paying exploitative daily interest rates to money lenders. The interest rate was often 10 percent to 20 percent per day. Under such conditions, the women were barely able to rent necessary implements and pay their bills. They were constantly in debt.

In 1972, these women organized into the Self-Employed Women's Association (SEWA). Their first purpose was to defend their rights but by 1974, 4,000 largely illiterate, members of SEWA established their own cooperative bank known as SEWA Bank. While this was a significant accomplishment, the savings and loan cooperative was not able to lend substantially.

WWB became involved when it lent SEWA Bank funds to open a loan program to help low-income women establish or expand viable income-providing enterprises. With these loans, a cart puller can buy her own cart, a vegetable seller can increase her daily income, patch workers can buy their own scraps instead of working for middlemen at low piece rates, and so on.

The SEWA Bank is responsible to WWB to oversee all the loans and to provide management assistance to borrowers. SEWA Bank is compelled by the terms of the loan agreement to repay the full amount of the loan to WWB in 6 years. Interest on the loan is paid in the interim.

The original intention, repayment in dollars, proved too complicated a process due to currency controls. Instead, a rupee fund has been established by Friends of WWB-Western India. This fund will remain in India, SEWA Bank makes its payments into the fund. The combined capital of this fund is composed of loan repayments and proceeds of local fund raising drives. When the loan to SEWA Bank is fully repaid, the fund will be used to expand the WWB program.

In the case of Western India, The Friends of WWB-Western India was not established until after WWB had become involved with the SEWA Bank. However, the Friends will be crucial to the ongoing activities of WWB in Western India.

Aid to LDC's may take many different forms. Differing programs provide assistance in individual ways to specific segments of LDC economies. This will not change, nor should it, because need will continue to take different forms, at different times, for different people.

Cooperation, coordination and collaboration will ensure that aid is provided to all levels of the LDC economies in appropriate ways. The problem of sustained intervention of donor organizations was identified over a decade ago at the Lomé conference. Decentralization of effort and the grassroots approach can ensure long-term growth and development in LDC's.

Collaboration with local independent and private sector organizations from the inception of projects reduces the threat of sudden change in the management of ongoing development projects. Some of these projects will meet the USAID-WID directive "to directly benefit women economically as do the examples which I have outlined to you. Decentralization of the management of the daily activities of programs is absolutely essential. Donor organizations and countries will need to increasingly identify forms of aid which can be monitored with the least possible daily intervention on the part of international organizations.

I can think of no form of aid more appropriate to USAID-WID than giving individuals in LDC's an unfettered chance to contribute to their economies through their own ingenuity, inventiveness, industry, and initiative. An unfettered opportunity for women, a previously untapped resource, to benefit their economies is the goal of Women's World Banking. A goal toward which we have already made tremendous strides.

The future of Women in Development, and development programs in general, depends upon the willingness of international and local government and private organizations to support the development programs which sprout from the grassroots of the LDC's—Support which fosters collaboration, on a non-competitive basis, between international donor organizations and local banking, finance, business and grassroots infrastructures—Support of a collaboration which effectively identifies development programs that efficiently transfer the unique skills of each collaborator to women: the skills of production, operations and accountability that, in turn, guarantee an environment of responsibility, trust and self-reliance.

The CHAIRMAN. Thank you very much.

Ms. Walsh, I have one quick question before we go on to others.

I noted in your statement you called upon the "ingenuity, inventiveness, industry, and initiative" of people. I think our AID program should be designed to stimulate and build on those qualities.

Have you ever seen AID programs that served as a disincentive for industry, inventiveness, initiative, and ingenuity? Sometimes we hear

that under Public Law 480 programs, which I had felt have been for the most part extraordinarily helpful, but sometimes the food is distributed in such a way as to prove a disincentive to local production.

Have you ever experienced that?

Ms. WALSH. I might answer that by saying that I think that the incentive demonstrated by many of the women involved in these economies to make those programs more efficient might be a more productive way of looking at that problem than to look at those who kind of create a disincentive.

I find that where it comes to entrepreneurial endeavors in many of these countries, the individual market women and women who have been involved in business and entrepreneurial efforts are far more efficient in the creation of wealth, so to speak, or in making income-generating projects more efficient than many of the traditional government agencies and traditional bureaucracies that administer those programs.

I realize that is a generalized statement, and I would not want to be quoted as saying that that is always the case, but I think we might look at better ways of distributing that program.

The CHAIRMAN. That's fine.

Thank you.

Mr. Haddad, we are happy to welcome you to the panel.

You were not in the room this morning when I announced that witnesses are encouraged to summarize their statements. The full statement will be incorporated in the record, of course.

Mr. Bloom, we are also delighted to have you here.

Would you please proceed?

STATEMENT OF LEE H. BLOOM, VICE CHAIRMAN, U.S. COUNCIL FOR INTERNATIONAL BUSINESS; AND FORMER PRESIDENT AND VICE CHAIRMAN, UNILEVER UNITED STATES, LARCHMONT, NY

Mr. BLOOM. Thank you, Senator.

It is a privilege to appear before you today as you review the progress and the future opportunities in the implementation of the 1973 Percy amendment. I hasten to add that this statement is my own and may or may not represent the views of those distinguished organizations with which I have had a past or present affiliation.

As background information, I recently retired after 36 years of service with Lever Brothers Co. and its parent Unilever United States, and I am vice chairman of the United States Council for International Business, and more relevantly to this session, chairman of its Task Force on the Contributions of International Business to Growth and Development.

The disclaimer is simply because your invitation was received on short notice.

Despite the disclaimer, Mr. Chairman, I have no hesitation in saying that the business community admires and commends your steadfast dedication to the enactment and implementation of these provisions to improve the economic status of women.

The CHAIRMAN. Thank you very much.

As long as you have made some disclaimers, I might just proclaim a potential conflict of interest—I don't think any conflict, just a lot of interest. My son Roger worked for McCann-Erickson in London

for 3 years. He received their top award, and he had two accounts, General Motors and Unilever.

Mr. BLOOM. That's a coincidence. I did not know that.

The CHAIRMAN. So I developed a great interest in your company at that time.

Mr. BLOOM. Thank you, sir.

The October 1982 AID Policy Paper on Women in Development captures concisely the opportunities, the problems, the need for careful planning and research and the organization now in place within AID to provide for this program the best possible chance for success. And indeed, I want to second what has been said already, that AID has done excellent work in the field, and particularly the PRE Bureau is to be commended for its efforts to work with minimal resources, hopefully to be increased, and to work with the business community to see how the private sector can be helpful.

It is becoming more fashionable in recent years to ask—and we welcome the question—what can the private sector contribute? I would like to begin by expressing a viewpoint, then review some of the international intergovernmental declarations during the decade since the Percy amendment that support your objectives and toward which the business community has provided supportive input, and then to discuss the types of activities in which international companies and organizations can provide useful assistance toward reaching these objectives as well as those things the private sector cannot do, or at least cannot do by itself.

First, a viewpoint, and it coincides with something you have hinted at already, Mr. Chairman, this afternoon. Although activist movements and regulatory initiatives over the past two decades most certainly have raised the social consciousness of those who manage our major businesses, the interest of the business community in Third World development is by no means altruistic. Thoughtful business leaders know that their own future prosperity depends on a vibrant world economy supported by vigorous international trade. There can be no better guarantee that we will prosper over the long haul than to do what we can to ensure that all the peoples of this Earth have a decent standard of living.

Development assistance, whether governmental, private voluntary or by private enterprise, is essential to reach that goal. Doubters need only be reminded that even now U.S. exports to Third World markets exceed those to the European Community. Imagine what they might be with thriving economies in place there.

Are Third World women important in this development process? I can do no better than to quote for you the opening remarks by the head of International Affairs of the Unilever group of companies in London when she chaired a panel entitled "Women in an Entrepreneurial Society" at the 1978 Triennial Congress of the International Chamber of Commerce at Disney World. Mrs. D. L. Wedderburn told the session:

> The objectives of almost every meeting during this Congress week have been connected with the health of private enterprise, its survival and its promotion. It makes no sense at all when business seeks all the brains it can muster to combat the difficulties of the modern economy to allow obstacles to be placed before anyone who can contribute, and there is no doubt that women can.

Yes, international business has a major stake in Third World development, and the minds and skills of Third World women provide essential human resources to help bring development about.

During the decade since the Percy amendment there have been three major efforts by intergovernmental organizations to establish guidelines for employment practices. From the standpoint of establishing worldwide standards to complement the Percy amendment, each of them has some relevance to the matters you are reviewing today.

In June 1976, the OECD Council of Ministers gave their approval to the Declaration on International Investment and Multinational Enterprises, and the Business and Industry Advisory Committee to the OECD was actively involved in the discussions.

The guidelines put forth under that declaration include, as provision 7 on employment and industrial relations,

> Enterprises should implement their employment policies, including hiring, discharge, pay, promotion and training without discrimination unless selectivity in respect of employee characteristics is in furtherance of established governmental policies which specifically promote greater equality of employment opportunity.

While the OECD guidelines do not make specific reference to the role of women in development, it is significant that this first internationally negotiated code of conduct for multinational enterprises does include a nondiscrimination provision of sufficient scope to insure that employment practices that limit opportunities for women are unacceptable.

In November 1977, the International Labor Organization [ILO] adopted its Tripartite Declaration of Principles Concerning Multinational Enterprises and Social Policy. This declaration is worthy of particular note because of the unique tripartite structure of the ILO whose governing body includes not only representatives of member governments, but also representatives of labor and business. The business representation is through the International Organization of Employers and the United States Council for International Business since 1979 has been the U.S. member of that body.

The declaration reads in part:

> All governments should pursue policies designed to promote equality of opportunity and treatment in employment, with a view to eliminating any discrimination based on race, color, sex, religion, political opinion, national extraction or social origin.

And it goes on to say:

> Multinational enterprises should be guided by this general principle throughout their operations. Multinational enterprises should accordingly make qualifications, skill and experience the basis for the recruitment, placement, training and advancement of their staff at all levels.

Although the United States withdrew from the ILO in the month in which the Tripartite Declaration was adopted and did not return until February 1980, there is no doubt that the International Organization of Employers and the United States representatives to it fully support it, including these provisions.

The third international intergovernmental effort with provisions on employment practices of multinational corporations is the ongoing effort in the United Nations Commission on Transnational Corporations, to negotiate a code of conduct on TNC's. In these discussions,

the international business community, through the International Chamber of Commerce, has supported the position of the group B countries that the ILO provisions should be incorporated by reference rather than have differing language by two different U.N. bodies. However, all parties now have agreed to the latest draft of paragraph 13 of the proposed code which reads:

> Transnational corporations should respect human rights and fundamental freedoms in the countries in which they operate. In their social and industrial relations, transnational corporations should not discriminate on the basis of race, colour, sex, religion, language, social, national and ethnic origin or political or other opinion. Transnational corporations should conform to government policies designed to extend equality of opportunity and treatment.

Thus, in the OECD, the ILO and in the U.N. Commission on Transnational Corporations, it has been established clearly and with business input to the deliberations that when business seeks all the brains it can muster, it cannot allow discrimination to interfere with the ability of anyone who can contribute, and there is no doubt that women can.

However, declarations by intergovernmental organizations cannot of themselves fulfill the objectives of the Percy amendment. Even when sincere efforts are made, progress is often painfully slow. On the one hand, these declarations admonish business not to discriminate. On the other, such documents as the proposed U.N. code ask us to respect the social and cultural values and traditions of the countries in which we operate and to avoid practices which cause detrimental effects on cultural patterns.

Nevertheless, with the caution that change may better be brought about by gentle persuasion than by demand, an international business may well be better able to bring about change than a domestic business. Not only is its corporate culture already adapted to identifying developing skills without discrimination, it also can bring to bear its extensive experience in training methods, personnel administration, and general management.

While I do not have on the ground experience in the Third World, I have read and heard enough about the activities of my company and other substantial international businesses to know that they have provided enhanced employment opportunities, extensive training programs, support for education, often both for the employee and the employee's children, housing assistance, medical care, and sometimes hospital facilities and other similar benefits. And among the employees so benefited are women employed not only as skilled workers on the manufacturing lines, but also as technicians, professionals, and managers.

Another major way in which multinational corporations help development is by using local businesses as suppliers of equipment, raw materials, and components of finished products. Often the company will help train the supplier's employees to insure both high quality and reliable service. Thus, the local business people are exposed to the employment and training patterns of the multinational subsidiary, including the development and use of women's skills.

Whether as suppliers or not, we feel that the development of viable small businesses in Third World countries is important to overall economic development. With this in mind, the business community has

developed a firm resolve, to provide Third World governments and people the kind of basic business and management knowledge and undertanding which is needed to initiate the process of internal generation of economic resources and to tailor this help to the needs of individual countries as their governments and people see them.

The International Chamber of Commerce has established a working party to undertake small business training projects in two or three developing countries on a pilot basis.

One of the problems with this is the need for international business to get credibility in the Third World, and working with the private voluntary organizations that have credibility, it would be easier for us to do that. I have been present at meetings of the Advisory Committee on Voluntary Foreign Aid where I voiced those views and indicated some of the things that multinational corporations can do and are doing, and the idea was very well received by a group that had been somewhat suspicious of the business community.

The need, as we see it, is in the area of basic business skills such as accounting, stock control, quality control marketing, advertising, and distribution. Training programs in simple business skills probably exist in some developing countries, but they are primarily conducted in the classroom and tend to be theoretical when the need is for practical, on-the-job training.

In addition, the owners of small businesses are often unaware of the fact that they lack the skills required to help their business to develop.

Large companies in the developing countries could help to solve these problems through loaning managers or retired executives for short consulting or training programs within small- and medium-sized firms, and employees of the small firms could perhaps spend periods of work within the large multinational subsidiaries on a training assignment.

This process could also transfer understanding of personnel and employment policies and practices that could be useful in underlining the role of women.

The International Chamber of Commerce program is in its infancy, but we look forward to this challenging experiment.

Of course, an essential underpinning for improved opportunities for all segments of society in both developing and developed countries is a healthy world economy. The 29th Triennial Congress of the International Chamber will convene in Stockholm later this month. Its theme is Getting the World Back to Work: The Business Contribution. The discussions will focus on the need for new approaches, adaptation to change, the importance of business initiatives in this area.

Again, if we are to succeed, we shall need to utilize the skills of the world's women, and if we do succeed, there will be employment opportunities for all the world's people of working age, men and women alike.

Thank you again for allowing me the privilege of addressing you.

[Mr. Bloom's prepared statement follows:]

PREPARED STATEMENT OF LEE H. BLOOM

Mr. Chairman and distinguished members of the Foreign Relations Committee, it is a privilege to appear before you today as you review the progress and the future opportunities in the implementation of the 1973 "Percy Amendment" to the Foreign Assistance Act providing for particular attention to be given "to

those programs, projects and activities which tend to integrate women into the national economies of developing countries, thus improving their status and assisting the total development effort."

My name is Lee H. Bloom, and I hasten to add this statement is my own, and may or may not represent the views of those distinguished organizations with which I have a past or present affiliation, although I suspect it does. The disclaimer is simply because your invitation was received on short notice and there has been no time to submit these views to normal review procedures. As background information, I recently retired after 36 years of service with Lever Brothers Company and its parent, Unilever United States. I am a vice chairman of the United States Council for International Business and Chairman of its Task Force on the Contributions of International Business to Growth and Development. Despite the disclaimer Mr. Chairman, I have no hesitation in saying that the business community admires and commends your steadfast dedication to the enactment and implementation of these provisions over the past decade and, as this hearing indicates, for the years ahead.

The October 1982 AID Policy Paper on Women in Development captures concisely the opportunities, the problems, the need for careful planning and research, and the organization now in place within AID to provide for this program the best possible chance for success. But it is becoming more fashionable in recent years to ask, and we welcome the question, "What can the private enterprise sector contribute?" I would like to begin by expressing a viewpoint, then to review some of the international intergovernmental declarations during the decade since the "Percy amendment" that support your objectives and toward which the business community has provided supportive input, and then to discuss the types of activities in which international companies and organizations can provide useful assistance toward reaching those objectives, as well as those things the private sector cannot do, at least not by itself.

First, a viewpoint. Although activist movements and regulatory initiatives over the past two decades most certainly have raised the social consciousness of those who manage our major businesses, the interest of the business community in Third World development is by no means altruistic. Thoughtful business leaders know that their own future prosperity depends on a vibrant world economy, supported by vigorous international trade. There can be no better guarantee that we will prosper over the long haul than to do what we can to insure that all the peoples of this earth have a decent standard of living. Development assistance, whether governmental, private voluntary, or by private enterprise is essential to reach that goal. Doubters need only be reminded that even now U.S. exports to Third World markets exceed those to the European Community. Imagine what they might be with thriving economies in place there.

Are Third World women important in this development process? I can do no better than to quote for you the opening remarks by the Head of International Affairs of the Unilever group of companies when she chaired a panel entitled "Women in an Entrepreneurial Society" at the 1978 Triennial Congress of the International Chamber of Commerce at Disney World in Orlando. Twenty-five hundred delegates took part in week long discussions centered on the conference theme, "Enterprise, Development and the Future". Mrs. D. L. Wedderburn told the well attended Special Session toward the end of the Congress:

> The objectives of almost every meeting during this Congress week have been connected with the health of private enterprise, its survival and its promotion. It makes no sense at all, when business seeks all the brains it can muster to combat the difficulties of the modern economy, to allow obstacles to be placed before anyone who can contribute, and there is no doubt that women can.

A number of women present provided impressive examples by their ownership or management of substantial businesses. I particularly recall a number of these entrepreneurial women from India.

Yes, international business has a major strike in Third World development, and the minds and skills of Third World women provide essential human resources to bring development about.

During the decade since the "Percy amendment" there have been three major efforts by intergovernmental organizations to establish guidelines for multinational corporations including guidelines for employment practices. From the standpoint of establishing worldwide standards to complement the "Percy amendment" each of them has some relevance to the matters you are reviewing today.

In June of 1976, the Council of Ministers of the Organization for Economic Cooperation and Development (OECD) gave their approval to the "Declaration

on International Investment and Multinational Enterprises". The Business and Industry Advisory Committee to the OECD was actively involved in the discussions leading to the declaration, which contains a set of voluntary guidelines for enterprises covering their activities not only in the 24 OECD countries but also in non-member countries. Among the guidelines are a set of Employment and Industrial Relations, Provision 7 of this set reads:

> Enterprises should implement their employment policies including hiring, discharge, pay, promotion and training without discrimination unless selectivity in respect of employee characteristics is in furtherance of established governmental policies which specifically promote greater equality of employment opportunity.

It has been noted in some commentaries that this guideline was probably the least disputatious of the nine provisions found in the section headed Employment and Industrial Relations. Certainly the Business and Industry Advisory Committee supports it. I should note in passing that the United States Business and Industry Advisory Committee to the OECD is an organ of the United States Council for International Business.

While the OECD Declaration and Guidelines do not make specific reference to the role of women in development and the need to design programs to ensure utilization of their skills, it is significant that this first internationally negotiated "Code of Conduct" for multinational enterprises does include a non-discrimination provision of sufficient scope to insure that employment practices that limit opportunities for women are unacceptable.

In November 1977 the International Labor Organization Governing Body adopted its Tripartite Declaration of Principles Concerning Multinational Enterprises and Social Policy. This Declaration is worthy of particular note in the context of my statement because of the unique tripartite structure of the ILO whose governing body includes not only representatives of member governments but also representatives of labor and business. The business representation is through the International Organization of Employers and the United States Council for International Business has, since 1979, been the U.S. member of that body.

Three paragraphs of the Declaration are relevant to equality of opportunity:

> 21. All governments should pursue policies designed to promote equality of opportunity and treatment in employment, with a view to eliminating any discrimination based on race, color, sex, religion, political opinion, national extraction or social origin.
>
> 22. Multinational enterprises should be guided by this general principle throughout their operations without prejudice to the measures envisaged in paragraph 18 (employment of host country nationals) or to government policies designed to correct historical patterns of discrimination and thereby to extend equality of opportunity and treatment in employment. Multinational enterprises should accordingly make qualifications, skill and experience the basis for the recruitment, placement, training and advancement of their staff at all levels.
>
> 23. Governments should never require or encourage multinational enterprises to discriminate on any of the grounds mentioned in paragraph 21, and continuing guidance from governments, where appropriate on the avoidance of such discrimination in employment is encouraged.

Although the United States withdrew from the ILO in the month in which the Tripartite Declaration was adopted and did not return until February 1980, there is no doubt that the International Organisation of Employers and the United States representatives to it fully support it including these provisions.

The third international intergovernmental effort with provisions on employment practices of multinational corporations is the on-going effort in the United Nations Commission on Transnational Corporations to negotiate a Code of Conduct on Transnational Corporations. In these discussions the international business community, through the International Chamber of Commerce, has supported the position of the Group B (Western developed) countries that the ILO provisions should be incorporated by reference rather than to have differing language adopted by two different United Nations bodies. However all parties now have agreed to the latest draft of paragraph thirteen of the proposed code which reads:

> 13. Transnational corporations should/shall respect human rights and fundamental freedoms in the countries in which they operate. In their social and industrial relations, transnational corporations should/shall not discriminate on the basis of race, colour, sex, religion, language, social, national

and ethnic origin or political or other opinion. Transnational corporations should/shall conform to government policies designed to extend equality of opportunity and treatment.

Thus in the OECD, the ILO and in the U.N. Commission on Transnational Corporations it has been established clearly, and with business input to the deliberations, that when business seeks all the brains it can muster, it cannot allow discrimination to interfere with the ability of anyone who can contribute, and there is no doubt that women can.

However declarations by intergovernmental organizations cannot of themselves fulfill the objectives of the "Percy amendment". Even when sincere efforts are made, progress often is painfully slow. On the one hand these declarations admonish business not to discriminate. On the other such documents as the proposed U.N. Code of Conduct ask us to "respect the social and cultural . . . values and traditions of the countries" in which we operate, and to "avoid practices . . . which cause detrimental effects on cultural patterns . . ." Despite official pronouncements, even by the governments of the countries affected, progress on the ground may be impeded by ingrained habits and customs of the local society.

Nevertheless, with the caution that change may better be brought about by gentle persuasion than by demand, an international business may well be better able to bring about change than a domestic business. Not only is its corporate culture already adapted to identifying and developing skills without discrimination, it also can bring to bear its extensive experience in training methods, personnel administration and general management.

While I do not have on the ground experience in the Third World, I have read and heard enough about the activities of my company and other substantial international businesses to know that they have provided enhanced employment opportunities, extensive training programs, support for education often for both the employee and the employee's children, housing assistance, medical care and sometimes hospital facilities, and other similar benefits. Among the employees so benefitted are women employed not only as skilled workers on the manufacturing lines but also as technicians, professionals and managers.

Another major way in which multinational corporations help development is by using local businesses as suppliers of equipment, raw materials, and components of finished products. Often the company will help train the supplier's employees to insure high quality and reliable service. Thus the local business people are exposed to the employment and training patterns of the multinational subsidiary, including the development and use of women's skills.

Whether as suppliers or not, we feel that the development of viable small businesses in Third World countries is important to the overall economic development that, as I have said, is needed to safeguard our own economic future. With this in mind the business community has developed a firm resolve to seek some credible mechanism by which we could provide Third World governments and people the kind of basic business and management knowledge and understanding which is needed to initiate the process of internal generation of economic resources and to tailor this help to the needs of individual countries as their governments and people see them. The International Chamber of Commerce has established a working party to undertake small business training projects in two or three developing countries.

The need as we see it is in the area of basic business skills such as accounting, stock control, quality control, marketing, advertising and distribution. Training programs in simple business skills probably exist in institutes and polytechnics in some developing countries. They are, however, primarily conducted in the classroom and suffer from the deficiency that they tend to be theoretical when the need is for practical on the job training. In addition, the owners of small businesses are often unaware of the fact that they lack the skills required to help their business to develop.

Large companies in the developing countries could help to solve these problems through loaning managers or retired executives for short consulting or training programs within small and medium sized firms, and employees of the small firms could perhaps spend periods of work within the large multinational subsidiaries on a training assignment. This process could also transfer understanding of personnel and employment policies and practices that could be useful in underlining the role of women.

The International Chamber of Commerce program is in its infancy but we look forward to this challenging experiment.

Of course an essential underpinning for improved opportunities for all segments of society in both developing and developed countries is a healthy world economy. The 28th Triennial Congress of the International Chamber of Commerce will convene in Stockholm later this month. Its theme is "Getting the World Back to Work: The Business Contribution." The discussions will focus on the need for new approaches, adaptation to change, and the importance of business initiatives in this area.

Again, if we are to succeed we shall need to utilize the skills of the world's women, and if we do succeed there will be employment opportunities for all the world's people of working age, men and women alike. Thank you again for allowing me the privilege of addressing you.

The CHAIRMAN. Thank you, Mr. Bloom, very much.

I would like to say that the panels this morning were extraordinarily good, and the committee has decided to print these hearings. I think it is going to constitute a kind of textbook on the issue, and I am going to send a personal copy to every ambassador, with a request that they forward it to the foreign ministers and the economic and commercial ministers in the country where they serve. I think it is going to help tremendously in Nairobi.

I just think we can give a tremendous amount of assistance with specific examples discussed today of what is being done and what concrete steps can be taken to implement this program. It is quite thrilling, really.

Now, Mr. Haddad, that leaves you.

Do you have a text of your statement, by the way?

Mr. HADDAD No, I do not.

The CHAIRMAN. I see you have the same three by five cards that President Reagan likes to use. We will just listen with great attention to your statement.

STATEMENT OF SAM HADDAD, DEPUTY DIRECTOR, AMERICAN INSTITUTE FOR FREE LABOR DEVELOPMENT, AFL–CIO, WASHINGTON, DC

Mr. HADDAD. Mr. Chairman, I am going to speak from my own personal experience which I think is quite lengthy in this field.

I started working in the so-called Third World in 1956 with my first assignment to Iran in labor relations. I come out of the Steel Workers Union, Pittsburgh, and it was a very important assignment for me, but a disillusionment as far as any women participating in any kind of a role in the trade union movement.

The CHAIRMAN. Incidentally, yesterday I had the steel workers here from Illinois in this room talking about the problems of the United States steel industry——

Mr. HADDAD. They have problems.

The CHAIRMAN. And I think they will be interested in your testimony today. I will send a copy to them.

Mr. HADDAD. For the 2 years that I was in Iran and working with a counterpart in the Ministry of Labor there, I did not run across any woman in any kind of a responsible role in any of the workers' organizations or the union movement, and I assumed this was because of the culture.

But I thought it might have been a little different. I am of Syrian descent and knowing about my mother's activities within our house-

hold and in the community when they immigrated here, I thought probably I would see something different, but then I realize my mother was a unique person in an Arab household.

During that time, working with this young man from the Ministry of Labor in Iran, one of the first things, I asked him about his family, and he asked about mine. I told him how many children I had, and I asked how many do you have, and he mentioned the fact at that time that he had two children, and I said fine, I hope they are in good health and all that.

We went on a picnic one day together. It was I think the first day of spring in Iran, which is around March 21, and he brought along five children. There were three young girls in the group, and I asked him, "are these yours"? He said yes, they are. I said that when I asked you how many children you had, you told me you had two. He said, well, I didn't know you were asking about the female members of my family.

I have never returned to Iran since 1958, and I don't know how it is now, so it wouldn't be fair for me to make any kind of a judgment. But that's how it was then.

I returned to the Steel Workers Organization, and then in 1960 I took a 3-month assignment to Libya. My assignment was to analyze, evaluate and see if it was feasible or not to start a trade union education program. During the 3 months, I interviewed labor leaders, government leaders, business community, and at no time did I ever meet a woman in any kind of a responsible position.

And so that was my more or less Middle Eastern and African experience.

In 1961, my first experience with women in unions was in Honduras. I had a 3-month assignment, although not in important positions, women did participate. This also happened in a 3-month tour in El Salvador. We had seminars, women did participate, but not from any real leadership roles. The top officers of the unions were primarily men.

In 1962, the AIFLD [the American Institute for Free Labor Development], was created, and with the gracious assistance from AID since then, we have been able to continue our programs. I have seen a great improvement, and I think the union has been a very important vehicle for women to express themelves, to participate, and I think all humans shoud have that right to be a part of something. I think we have done quite well in this area, and I want to be positive about that aspect.

In the beginning it was not so because it was a delicate matter. You had to take into consideration different countries, different experiences, different social and cultural backgrounds. I think if you lived in Argentina or Chile, you were just as different to those who lived in Central America as they are different to us here in the United States. And it called for some very tactful measures on our part, and we had to be very careful in bringing women especially to the United States for any period of time because it also could reflect upon their effectiveness when they returned.

I recall in 1966 we had our first labor economist course at Loyola University. I went around the continent trying to recruit participants to come for a 6-month course. Only one union suggested the participation of a woman to go to that course. So we ended up with 15 males and 1 female in a labor economics course at Loyola. I was sort of apprehensive, but the young lady did very well, and 18 years later,

today, she is still active in the union, and she just represented the Honduran labor movement in a peace forum of labor leaders from all of Central America and the Contadora countries in Panama. She does quite well.

Since 1971 until now, we have had approximately 565 women participate in our courses here in the Washington area, and these are courses of anywhere from 6 to 8 weeks, and I can see the quality improving. I can see the number of women who want to participate increasing. And it is not so difficult any more to bring women to a course.

We have had some experiences where a male-female mixture in the classroom did not work out so well, and we had to improvise. There are certain countries women in a mixed group do very well, especially from the English-speaking Caribbean. Last year we had a mixed course of 20 in a course from the English-speaking Caribbean, 12 were female, 8 were male; and this year, the same type of course, we only had 2 female members. It demonstrates that kind of mixed participation, and they got along very well, and the women were not afraid to express themselves in the classroom or wherever they may have been, whereas at one time they would have.

We found that our participants who come from Colombia, Venezuela, Mexico, and Brazil participate in a classroom atmosphere or in a union atmosphere much more than those from Central America or some of the Andean country participants.

I don't know why. We have not gone into or made any kind of studies to find out why this was so.

We now bring 40 women at a time and divide them into two groups to participate at the George Meany Center in Silver Spring. At one time we couldn't get 40 women and we find now our programs in the field have a greater woman participation. We also note that where countries are getting more into the electoral process, the unions know the need of female participation and their assistance, and in some areas their guidance in this area.

I would like to give you some examples of persons that I have worked with and have known for a period of time and have more or less made great strides in what could be considered for the longest time a man's world, the trade union movement. Ursula Gittens is a person who I met in the Caribbean. She comes from Trinidad and Tobago, participated in all of our seminars there, was a very forceful person in their congress, and for the first time 3 years ago she was named as a labor attaché to the United States. A very good person.

There is a labor attaché from Venezuela to the United States, Mercedes Pons de Aponte, appointed by a Christian Democrat government—they were in power at that time—and now the Accion Democratica, who are in power, are retaining her because she is a talented person. She is being reassigned in the same capacity to another country.

Mrs. Margot St. Louis from Grenada who, as you know and many people know, has experienced traumatic times in this small country. A woman who came out of the trade union movement who has been named an executive director of a newly formed national council in Grenada to promote a wider understanding of national issues and to foster communication among and between civic participatory orga-

nizations in a society. and this goes all the way across the board within this group. Within this council you have lawyers, you have doctors, you have business people, you have trade union people, and for a woman to head up that organization shows a great deal of respect and trust in women taking an active role in everything that concerns their involvement in their own countries.

In Bolivia, in Santa Cruz, there is a Nora Fabrel. She was an excellent union organizer. She turned a lot of heads when she finally organized the first woman's trade union seminar. I mean, a lot of the male officers in these unions started to look around and say what is happening. Tnis is a good sign, and for tiem it finally—it worked out very well.

She is very active, and she is the originator and the founder of the very first successful consumer cooperative in that country.

In the Dominican Republic, there are 75 centers of campesino mothers, with a membership of about 11,000 rural persons, and one of the key persons implementing that program is the Secretary of Agrarian Affairs within a union. Her name is Maria Esperanza Enriques, and for a woman to get that kind of a position with that kind of a following is for some threatening or dangerous. It is now more acceptable, and for people in democratic societies, those countries that are now turning toward the electoral process, the value of a woman participating and being active is very, very important.

I just recently returned from El Salvador as the head of the AFL–CIO observation team to that country for that election, and I was surprised at the number of women involved in that election. I saw them at the polling places. I saw them at the precincts. I saw them gathering people to vote, and I am sure that this is not lost on the labor leaders in that country who have been urging for that kind of a participation.

We look very positively for women's role in all of these areas, and especially the area that I can only speak of, South America.

We have one area, though, that I feel a dark cloud is gathering that may hinder this opening, this vehicle for participation, and that is in some countries the denial of workers to join a union. Especially now that you find that in the kind of industry that is being brought in or developed, you will find that the work force is anywhere from 70 to 99 percent female, and it is not enough to give a person a job without a platform from which they can express themselves. In many areas, as in Honduras, I visited a factory of 300 workers in the undergarment industry and of the 300 persons, 70 percent were the main provider of their families. That means going to work, returning, going home, preparing the meals, taking care of the family, and no outlet for outside participation.

This causes a frustration that sooner or later will burst and will cause a lot of problems. And I do hope that all of our American companies, all of those that intend to take advantage of the Caribbean Basin Initiative, take this in mind and not deter or in any way hinder this natural feeling, the inner feeling of wanting to belong and to express themselves through a union.

Thank you, sir.

The CHAIRMAN. Thank you very much. It was an encouraging statement, and yet you laid out a number of challenges for us.

I would like to say that I have been extraordinarily proud of the progress being made by labor unions in Illinois. More and more women

do feel that absolute equality. I don't see any hesitancy on their part to speak up. They are extraordinarily rational in their approach to the problems, and they are tough as nails when it comes to pressing the issues. They are very determined.

It is ridiculous for us for so long not to have included them as full partners in the labor movement. It just shows even in our own country we still have a lot of room for improvement in many areas.

Mr. HADDAD. This is true.

The CHAIRMAN. They have just proven themselves time and time again as great contributors to the free labor movement in this country and can do the same in countries abroad.

Mr. HADDAD. This is true, and I would like to tell you about an incident when I was the president of a fairly large local of the Steel Workers Union. I also associated with a brother president from a factory that made chinaware, and approximately 80 percent of the employees were women. He was elected and re-elected for about a 20-year span. When I asked a cousin who worked in that shop why don't you select a woman as a president for the union? She said, we don't think she would give us the service.

It was a feeling of saying, we get better service from a male person in the workplace, and that a woman would not be strong enough and not be forceful enough to get the same things that a man would. And I think that this is being overcome.

In many of the areas I travel, woman leadership is really surfacing.

The CHAIRMAN. I am going to have to recess the hearing for a few minutes. We have a vote on now, and the last warning bells are sounding. So I will have to go. It will take me about 10 minutes. I will come back and ask a few questions, but then I must leave for Chicago. I am glad to go to Chicago, I love to go there, but I regret that I won't be able to spend as much time as I wanted to with you. And the vote has intruded on us.

[A brief recess was taken.]

The CHAIRMAN. I would like to call attention to the fact that we have some very important guests with us in the audience—a class from the Virginia Tech/USDA course on management and the role of women in development. We are pleased to have them here at the hearing.

I understand that there are representatives in the class from Bangladesh, Honduras, the Ivory Coast, and Senegal. We are certainly pleased to have you with us today.

Now, to resume questioning: Mr. Bloom, what advantages does the U.S. private sector have over the U.S. Government in promoting women in development?

Mr. BLOOM. Over the U.S. Government?

The CHAIRMAN. Yes; how can the private sector do this job better than Government can?

Mr. BLOOM. As I indicated in my statement, sir, I believe that because the private sector is doing this every day, is pursuing personnel policies, management policies, training programs, that they can readily carry it on wherever they operate, and with that background, they ought to be able to do a better job than the Government saying it is a good idea.

But again, the PRE group is being very helpful in providing the credibility and some of the seed capital that is needed to set up infrastructure and things of that sort.

So as I said, business can't do it alone. We need Government help, we need private voluntary organization help to establish credibility and to do the things they do best. But business, in a business environment, can do it better than Government.

The CHAIRMAN. Ms. Walsh, one of the basic points in your testimony is that development experts must communicate directly with women in developing nations to determine what kind of programs best fill their needs.

In what ways do you feel that this is not being done, and can you give any specific examples?

Ms. WALSH. I think until the Women in Development Office began, and even in many cases right now, we are finding that the lack of understanding on the part of women who are in business and who are—the few who are in banking in countries around the world, have had no contact whatsoever with development programs. Whether there are ways of stimulating that from U.S. development or other programs, I am not sure.

I would rather answer that by citing some examples of what has begun to happen, which is quite unique.

Recently, the Women in Development Office, in collaboration with the Science and Technology, awarded a contract to a woman's project here in the United States along with the SEWA in India to teach video to illiterate women so that they can begin to teach other women and to serve as role models for illiterate women. That has never been done before, so that I want to believe that those things are beginning to happen rather than to say that they are not happening.

But I think that the attention of the WID Office to listening to different people in countries is really, will help to stimulate that more than to say that it is not happening.

The CHAIRMAN. Mr. Haddad, to what extent is organizing encouraged or discouraged by policies of their own government and by policies of the employers?

Mr. HADDAD. Because of the high unemployment in many of the areas that we work in, you have unemployment rates of anywhere from 20, 30, 40, 45 percent, the governments wanting to attract industry, may give in on certain points, may say that, OK, come into our country here, we need the work, we need the jobs, and may give in on certain key clauses or sort of set them aside, if they have a labor code, to allow that company to establish itself, and then allow it to be organized.

In some instances, there are companies that do go overseas and say we will come in here and we will provide you with 1,000 jobs in our factory providing that this plant will never be organized, and that does take place.

And it is because of the high unemployment rate that countries are really vying with each other for jobs, and they can very well be taken advantage of.

One of the problems I see now is specifically the CBI, where you had a real strong lobby for the passage of that law, especially from the English-speaking Caribbean, along with the unions who came up here and lobbied against the amendment that the AFL–CIO supported. Later, the Department of Commerce went into these countries giving seminars, orientation sessions with management and with government, and with unions left out of these sessions now in the dark, feel that maybe they didn't do such a good thing.

I have urged our Department of Labor that the next time they go into these places it will make it easier for any company coming in knowing that the union is involved. We are talking about island countries of anywhere from 12,000 to 100,000 people, and if you don't get everybody involved, it could cause friction in a society that cannot afford it.

The CHAIRMAN. I would like to ask each of you just to give a couple of words' description of what you think could be accomplished in the countries that are represented in the class which is with us today, those countries being Bangladesh, Honduras, Ivory Coast, and Senegal.

If there were full involvement of women in development, if all barriers were removed and everyone could be encouraged to progress into positions where they can exercise their full competence, have every incentive for so doing in the development of their respective countries, how much of a difference would be seen in, let's just say, 5 years or a decade?

Can they make a small difference, a medium-level difference, or a significant difference if the barriers were removed?

Ms. Walsh, do you want to start off?

Ms. WALSH. Yes; from my perspective, in terms of looking at how do you integrate both the government and the private sector, I think that the countries that you have mentioned are quite different. I think if you unleashed support in working with the entrepreneurial women in the Ivory Coast and Senegal and certain of the countries in West Africa, you would have an enormous improved economic development program in many of those countries. I think Bangladesh, again, for the first time after working for 5 years with that country, we are now beginning the Women's World Banking Program.

I think combining your earlier question to me, I think that one of my hesitations to say what hasn't been done is that we are dealing with a major consciousness change, not only in those countries, but within the U.S. AID, within the World Bank, within the development banks, and I think your major contribution is by keeping the pressure on, to be very honest with you, to demand that the PVO's and these agencies and the governments really incorporate a conscious effort to involve women as participants in the design of those programs and to make sure that women have the access to the resources to develop those programs.

The CHAIRMAN. Mr. Bloom?

Mr. BLOOM. Senator, I am not an expert on any of those countries. I think one of the most important things in any such discussion is to realize that each situation must be treated separately based on the conditions in that country. Unilever is not in all of them. It is in Bangladesh, it is in the Ivory Coast, bigger in Bangladesh, I think. But I don't know the details of that operation.

You suggested in questioning a prior panel the question of whether enough is being done and how we can get more done to encourage the U.S. public to politically support economic development in the Third World, and as I said in my statement, I think the most important factor for progress in all of the developing countries, each in its turn, is the level of investment that both the policies of that country encourage and which the U.S. business community and public generally understand as being beneficial to the United States, and I think we have a major job to do, and business bears a major part of that responsibility

to explain to the public more effectively the importance of Third World development to our own economic future.

That is one of the things that the task force I head is dedicated to doing.

The CHAIRMAN. Mr. Haddad?

Mr. HADDAD. I can't speak of the countries that you are referring to, but in our area, the countries are anywhere from 10,000, Monserrat, 12,000 people, to a couple of million, 3 to 4 million in Central America. In the English speaking Caribbean, for instance, Dominica Prime Minister Eugenia Charles has stated that if she had 5,000 new jobs, she would have full employment in the country.

And the point that I would stress here, is that if you were able to provide full employment to the women's sector, it would improve tremendously the economic stability of these countries, and without that economic stability, I see no solution whatsoever to any of the problems that you are now confronted with.

Mr. CHAIRMAN. Mr. Bloom, do you think that the private sector and business itself can do much more to enhance the role of women in the development process in Third World countries? Could there be some sort of a voluntary code of conduct that might be appropriate? Or do you just think that messages through organizations such as you are associated with indicating it is good business is sufficient? That was always my principal argument at Bell & Howell Co. around the world. I had demonstrated that it was very good business for our company to encourage the full involvement of women. We had female foremen who supervised men. It was a little shocking 20-some years ago, but we did it—no ifs, ands, or buts, as long as we selected right and the woman had the ability.

You always had to be extra sure that when you started out that you had that degree of competence that could be demonstrated to any reasonable person.

Do you think business can do more?

Mr. BLOOM. I think the problem, Senator, is in getting more companies to realize that even if it takes longer to get a return on your investment, and if the risks seem greater, that these efforts are worthwhile for their own economic future. And if they do that, it will certainly involve women, and it certainly will be successful.

When you say should we have a code of conduct, of course, I mentioned three international documents which have nondiscrimination provisions, whether they are voluntary or not, and the U.S. position has steadfastly been that voluntary codes in international matters are more effective than binding ones because you can put them into effect right away and not wait for them to be ratified by every government and argued about unendingly.

But we have spent already from 1977, I think the actual negotiations on the U.N. Code of Conduct on Multinationals began until today. There is some hope expressed by some optimists that in the June meetings of the Commission, maybe the final problems will be resolved, which are important. They don't deal with the discrimination problem at all. They are in much different areas. But it may or may not happen.

The dialog has been useful in trying to reach a code. Everyone understands everyone else much better. Business understands Third

World governments, and governments understand business better, and that is a major accomplishment.

But I would say please don't visit another code of conduct exercise on us until we have at least got by the ones we are now engaged in, which we support. The business community, the International Chamber of Commerce has said that a balanced, fair code of conduct for multinational corporations is something they desire.

The CHAIRMAN. Mr. Haddad, has the International Labor Organization promulgated any standards or conducted any activities which focus on women workers in developing countries?

Mr. HADDAD. In the ILO there are many conventions in reference to women workers, yes, there are codes.

I like his remarks in that if it takes a little longer in order for you to get your investment back, I consider that being a patriotic American. Every now and then I reflect on American business in many areas not being patriotic enough, saying, wanting to earn a dollar and not being satisfied earning 80 cents, and using that other 20 cents to invest in the the community and furthering their aims and goals completely in the community.

One of the problems in the English speaking Caribbean is that they do allow for these tax-free clauses for a length of time of maybe 10 years, and then when the company's options run out after 10 years, they are threatening to move to another country and regain the tax-free incentives. Then you are not thought of very well in these areas.

I think American companies have to go in and say we are going to be a part of this community; we are going to be here a long, long time. That is very important, especially in small places.

The CHAIRMAN. Very good.

I recall starting a program in 1949 mandating that 5 percent of our employment, total employment, would be persons who were physically or mentally handicapped. My own experience was that when they are given a chance, they really try so hard, their records turn out to be remarkably good.

It was a small experiment when we had a total of 1,300 employees. It was a larger experiment when we had 10,000 to 12,000 employees, and 5 percent of that number physically or mentally handicapped. Uniformly their records of attendance, their quality of work performance, everything was exceptionally high. And, again, it proved to be very good business to do the right thing.

Ms. Walsh, page six of your testimony is unforgettable, particularly with the banking situation we have in Illinois these days. You state that there have been no defaults to date on loans with which Women's World Banking has been associated.

How do you explain this extraordinary credit record that you have in the face of our banking situation today?

Ms. WALSH. Senator, I think it is mostly attributable to the partnership that exists between the bank and the Women's World Banking group in a particular community and the borrower. There is a constant monitoring system that goes on, relationships are developed. I think it is the basis upon my statement today that if you build partnerships, the chances of success of that transaction are far greater than if we were dealing with numbers and kind of unknowns.

I also feel that the size of the loans in relationship, or the scale of the program in relationship to the individual participants has

something to do with that also, that there really is an accountability factor built into each transaction.

But one other thing that I would like to say about the idea of involving the private sector in this development process, one of the programs that we have launched with the Canadians is an exchange of women in banking in Canada with women in these programs in developing countries. There is very little experience on the part of women in Third World countries with the formal economy, and the idea of even learning to deal with accounting and bookkeeping and business plans for commercial ventures is an unknown to most of these very, very good entrepreneurial trade women.

We are planning to launch such a program here in the United States, and I think that the corporate sector and the private sector of the United States would do enormous benefit to themselves and to our own economy by encouraging women in their organizations to spend time with other women in developing countries. And I would hope that the Government would help to encourage that as it has exchange of executives working in other countries.

The CHAIRMAN. Thank you all very much.

It has been an extraordinary day and an extraordinary afternoon. We thank you very much. If you have any additional thoughts that you would like to communicate to the committee, we would always be happy to hear from you. But getting the points of view of labor, banking, and business and having such a consensus means we must be either awfully right or awfully wrong in the course that we are following.

I am encouraged immensely by everything I have heard today. We will renew our efforts, and as I mentioned this morning, we have been told the foreign aid bill will be taken up in the Senate soon. Many of the ideas that we have received today, I think, can be incorporated in amendments that we can raise during the debate on the bill and implement them very swiftly.

No further business being outstanding, we will adjourn the meeting today, with thanks to every person who has been here.

[Whereupon, at 4:15 p.m., the committee recessed, subject to call of the Chair.]

ADDITIONAL STATEMENTS

JEROME B. BRIGHTMAN, EXECUTIVE DIRECTOR, INTERNATIONAL MARKETING INSTITUTE, CAMBRIDGE, MA

The International Marketing Institute (IMI), 29 Garden Street, Cambridge, Massachusetts, a non-profit management training and development organization, is extremely pleased to have been awarded two grants over the past 2 years from the USAID Women in Development Office of the U.S. State Department. These grants allowed approximately 60 women from about 35 developing countries to participate in IMI's 6-week Multinational Marketing Management Program (MMMP) and its 3-week Marketing Management for Smaller Enterprises course (MMSE) conducted in the summers of 1983 and 1984.

The women selected by the various worldwide USAID missions were women in non-traditional roles at the middle to senior levels of management including banking, industry, commerce, family planning, small-scale companies, private enterprise, and the public sector.

The rationale for including women in the IMI programs was quite simple. Women in developing countries represent a vastly underutilized resource; their impressive strength and resilience could well serve their nations' development efforts in a wide range of occupations crucial to positive economic growth. It has been shown time and again that women in developing countries have traditionally performed economic functions of great and basic importance. Amongst these have been market activities, cultivation, processing and transport of food, cottage-based and occasional labor, and fuel gathering.

Improvement in educational opportunities for women and young girls in the past two decades, at least in some developing countries, has laid the groundwork for women to work in the business sector, and in less traditional fields of endeavor. Yet, it has been difficult even for educated women in these developing countries to rise from their traditional status to more lucrative and responsible positions.

There are several contributing factors to such stagnation of women: women lack specialized education; they have few or no role models; they lack support groups and networks; equal opportunity laws are either non-existent or not enforced in many developing countries. Furthermore, women face hostility from entrenched, usually male-dominated, professional groups.

When the first grant was awarded IMI in 1983, the response from the USAID Missions was overwhelming. In the week following the transmittal of the worldwide cable announcing the grant and the MMMP program, there was four times the demand for the available spaces in the program! The same phenomenon occurred in 1984 despite an increase in the number of women to be sponsored from 24 to 38. This indicates to us that a tremendous demand of qualified and professional women still exists which would benefit from the intense professional training in marketing/management theory and practice that IMI provides.

What strikes us at IMI about what has happened here during the past 2 years is that no one perceives the inclusion of women in our programs as unusual. However, until 2 years ago, nearly 95 percent of our 2,300 alumni around the world were men. It is our goal that 50 percent of our future alums will be women.

This significant shift did not just happen: it is also not mere coincidence that the transition took place in the same time period that the previous 23-year management of IMI changed hands to a younger team of managers—managers who were students in the turbulent 1960's and who grew up in a time punctuated by great social change. It is obvious that the women's movement has not only had a profound positive effect on IMI's current leadership, but also on the policymakers in Washington who have supported and sustained the Women in Development legislation.

Although it is far too early to assess the impact that our WID alumnae will have in their respective countries, it is not surprising to have heard from so

many of them that "IMI has changed my life," or "My country will benefit greatly from my participation at IMI." Perhaps the most poignant statement from any of the women we have seen in the past 2 years was the one from our 1984 Senegalese participant who recently wrote: "You had no way of knowing that I am in my second month of pregnancy. You should know that when the baby is born, we will name it IMI."

Our goal is to continually seek greater funding in the future because we have learned from our recent experiences that what we are doing here strengthens the role of women in commerce and development around the world. We know of few, if any, similar multinational marketing management forums whereby women from around the globe can truly teach and be taught in the manner presented by IMI and so generously sponsored by the U.S. Government. We help to strengthen the development of women and their countries around the world, as well as win friends for America and the American way of life. Surely our mutual actions have contributed small, but significant, gains in the global community of nations.

MAYRA BUVINIC, DIRECTOR, INTERNATIONAL CENTER FOR RESEARCH ON WOMEN, WASHINGTON, DC

I am very pleased to submit this statement on the impact of the Percy Amendment and the future of women in development. I would first like to commend Senator Percy for incorporating the Percy Amendment into the Foreign Assistance Act of 1973 and for having the foresight to call these hearings at this critical juncture. With the end of the Decade for Women less than 1 year away, we need to take stock of past accomplishments and set priorities for the future.

As Director of the International Center for Research on Women, the only U.S.-based organization dedicated to policy oriented research on low income women in developing countries and technical assistance, I have had the opportunity to observe the progress that has been made since the passage of the Percy Amendment as well the challenges that remain.

The International Center for Research on Women (ICRW) is a nonprofit organization established in 1976 to contribute to the formulation of development policies and programs that will improve the lives of poor women in the Third World. ICRW's primary goal is to expand women's economic opportunities, and its approach to research and technical assistance emphasizes women as active agents in the development process. The Center believes that programs must take into account both women's income-generating and nurturing responsibilities. ICRW's research program investigates critical aspects of women's economic participation in Third World countries and assesses the impact of economic and social change on women's role. This research lays the groundwork for formulating development policies and designing and evaluating projects that increase women's productivity and employment. In addition, ICRW provides technical assistance to AID missions, foreign governments, local PVOs, and international development agencies in the design and evaluation of employment and income-generating projects that benefit women.

ICRW's research and technical assistance programs have confirmed the critical need for continued aid to women in developing countries. First, it is well documented that women are among the poorest of the poor in developing countries. Thus, development assistance that seeks to expand the income of the poor by increasing productivity and generating new employment opportunities should include women as one of its primary target groups. The fact that an increasing number of women among the poor are becoming the sole or primary economic providers for their families, coupled with the fact that their productive activities are mostly marginal, underpaid, and undercounted, makes this goal even more critical. Roughly one-third of all households in developing countries are now headed by women. Efforts invested in assisting women heads of household, therefore, benefit not only the women themselves but their families as well.

Second, the evidence collected over the last 10 years or so indicates that in poor, jointly headed households women have both domestic and market-production responsibilities: the poorer the household, the more burdensome these tend to become. The economic performance of households in the lowest income brackets is directly related to the economic activities of women in those households. Moreover, when women control how their income is spent, higher earnings for women are associated with better nutritional status for children. Women's income is

often used primarily to purchase food for the family. For example, in Bombay, India, one study of married women working as domestics and small vendors showed that they used their income almost exclusively for family maintenance.

Third, incorporating women into mainstream economic development projects is necessary for the overall success of those propects. For instance, many agricultural projects have suffered by ignoring women's role in agricultural decisionmaking and failing to provide them with training in new techniques. In one case in northwest Bangladesh, when the failure of a project designed to introduced high-yield wheat was investigated, it was discovered that extension efforts had been mistakenly targeted to men. The women in the area, who generally select the seeds for planting, had received no training from the extensionists and were choosing the wrong seeds. However, despite numerous examples of this type, many development projects continue to see women only as consumers of services or as homemakers, rather than as productive contributors to their national economies.

In the past 10 years, the development community has made considerable progress in documenting women's roles, recognizing the needs to include women in development programs, and implementing small-scale projects for women. However, we still have a long way to go toward the full incorporation of women into the development process. In order to achieve this goal, U.S. development planners and policymakers should take into account the following recommendations:

1. *Improving women's economic opportunities should be the primary focus of women-in-development efforts.*—Many more women work now than ever before because more women are responsible to some degree for the economic well-being of their families. Work, for the majority of the world's poor women, is a matter of need, not a matter of choice, a desire to get out of the house or a desire for personal fulfillment, as it is so often characterized in the press. While women's sharply increasing levels of economic activity have to some extent been the result of improved educational attainments, they have been due perhaps much more directly to decline in the quality of life.

ICRW's experience has indicated that there are three project areas in AID mission portfolios that are critical for enhancing women's economic condition: agriculture, urban development, and institution building. Relatively minor expenditures for technical assistance and design adjustments in these areas, to which major resources are devoted, can have a significant effect on the number of women who benefit from development programs. Under the first category, agricultural extension and credit for rural small-scale enterprises are particularly important. In urban areas, poor women need access to affordable housing, credit to expand their productive activities in the informal sector, and vocational training in economically viable skills. Finally, the development and technical upgrading of implementing organizations is a key factor in determining whether or not the design of projects that take account of women's economic roles will be successfully translated into appropriate outcomes. Private-sector voluntary organizations often approach implementation of women's programs, or components of programs, from a strictly welfare perspective. Thus, these organizations typically require technical training and reorientation in order to focus on designing projects that actually enhance women's economic condition in the long term.

(2) In the future, *increased emphasis should be given to integrating women into mainstream development projects.*—Regardless of good intentions, women-specific projects have a tendency to become welfare-oriented in nature as well as marginal to the overall development effort, particularly given the limited funds usually devoted to them. Mainstream development projects, on the other hand, offer the opportunity to enhance women's economic situation when critical, but often relatively minor, design innovations are undertaken.

While the achievements of some women-specific projects should not be ignored, women-in-development efforts must go beyond these by taking advantage of the resources of large-scale mainstream projects. Vast amounts of development funds are allocated to agricultural projects, and it is critical that through these projects an attempt be made to assist women in their roles as farmers. Moreover, rural off-farm employment and business opportunities for women must be enhanced, since it is women who are most likely to suffer from displacement through technological innovation. Urbanization world-wide is contributing to the increase in the numbers of low-income women who head households and who face major difficulties in obtaining adequate shelter for their families, making low-income housing projects particularly important for women. Moreover, large numbers of urban women depend on income-earning opportunities in the urban informal

sector; programs of credit and technical assistance to small-scale enterprise benefit them directly.

This does not imply that no specific efforts should be aimed at women; rather, it means that the vital role that women, as half of the target population for development projects, play in the success of development efforts must be recognized. This vital role should not be addressed merely through marginal projects designed to "do something" for women. It must, instead, be addressed in all projects and at all stages of project development.

ICRW has proven the usefulness of the integrationist approach in many instances. In Ecuador, for example, an ICRW study recommended changes in the eligibility requirements for a low-income housing project that will enable more poor women as well as poor men to participate in the project.

(3) AID and other donor agencies should *establish a track record for integrating women into development projects.*—Even though many AID missions and local organizations have recognized the importance of and have the willingness to incorporate women into development projects, they lack the knowledge of how to bring this about. Funds should be allocated to upgrade the institutional capacity of local private and public sector organizations in this area and to carry out outside evaluations that will contribute with "how to" knowledge and information.

(4) *More resources should be allocated to the AID Office of Women in Development to provide incentives for missions to integrate women into their projects and to take advantage of the momentum of the WID efforts of the last 10 years.*—Some missions still need to be persuaded of the importance of women's integration, while others require technical assistance on how to accomplish this objective. However, ICRW's experience has shown that once missions see positive results they will respond with their own initiatives and funding. The Center has received requests from 40 missions for technical assistance with project design, institutional assessments and strategy development. ICRW's work has been well received and has, in fact, elicited requests for repeat or follow-up assistance from eight missions.

(5) *The position of Women in Development Officer in AID missions should be upgraded in order to enhance the Officer's influence in the mission.*—The Women In Development Officer should serve as an advocate for Women in Development in all aspects of the project cycle—design, implementation, monitoring and evaluation—and should actively participate in the formulation of policies and country development strategies.

In conclusion, I would like to add that although these remarks have focused on project-oriented and programmatic recommendations, it is also necessary to consider changes in women's economic status in the context of macroeconomic policies. Development interventions reach only a small portion of the poor—both women and men. We cannot rely exclusively on these interventions to expand the employment and income-generation opportunities for the majority of low-income women, since their impact is conditional on larger economic forces and constraints. Therefore, in order to expand the economic prospects of the majority of the poor, an appropriate macroeconomic climate is necessary.

Thank you very much for this opportunity to comment on the progress . the women in development field since the passage of the Percy Amendment, and the challenges that lie ahead. Although significant steps have been taken toward improving economic opportunities for women in developing countries, the need for assistance is even greater today than it was 10 years ago. If progress is to continue, we must remove the barriers to women's participation in mainstream development projects and find ways to mitigate the effects of adverse world economic conditions on the poor, and women in particular.

KATHLEEN CLOUD, DIRECTOR, THE WOMEN AND FOOD INFORMATION NETWORK, HARVARD UNIVERSITY, CAMBRIDGE, MA

During the past decade, attention to women's roles within world food systems has steadily increased within the development community. It is now generally acknowledged that not only are women responsible for the processing, storage and distribution of a large part of the world's food supply, in many areas of the world they are also major food producers. Within a decade, the question has shifted from whether or why to address women's productive activities, to questions of how to do so most effectively.

Moving "the women's question" onto the international development agenda, and then redefining it to focus on women's economic productivity as well as their social roles, have been major achievements for the international women and development community. In order to succeed at the even more difficult how of implementation, new capabilities will be required of the entire development community.

Fortunately, over the past several years, a number of bilateral and multilateral agencies have begun to build such capability. The World Bank has provided evaluation and technical assistance on gender roles to a number of large agricultural projects, and within the last 2 years has instituted workshops to train personnel in gender disaggregated project design. Since the resolution on Women and Food at the 1974 International Food Conference in Rome, FAO has steadily increased attention to rural women on its research and its projects. A number of other U.N. agencies, including UNDP and UNICEF, have also developed guidelines and trained staff. Several bilateral donors have earmarked funds for rural women within larger projects, and the private voluntary community has been active in seeking ways of integrating women's economic roles into their rural projects.

By far the largest and most comprehensive effort to address women's roles in food systems has been undertaken by AID, which since the 1973 Percy amendment has been under congressional mandate to administrate programs in food, nutrition, population, health and education "so as to give particular attention to those programs, projects and activities which tend to integrate women into the national economies of foreign countries." Because so much of AID's portfolio is in agriculture, addressing women's roles in food systems has been an important part of AID's charge since then. Early efforts included both research publications and small projects for rural women, many delivered through PVO's. As AID's experience grew, interest shifted to the large-scale agricultural projects being implemented by the land grant universities under Title XII. Since 1978 AID has committed substantial resources to building capability within these institutions to address women's roles in food systems. First was the Tucson Conference on Women and Food funded by AID/WID and sponsored by CID, with Arizona as lead university. This conference brought together 250 participants, a quarter of them from the developing world, many from Title XII institutions. Arizona was then funded by AID/DS to train women from 34 Title XII schools on the Role of Women in Title XII. Training took place at AID/Washington for three weeks in August of 1978. In the closing session, participants presented to BIFAD, the Title XII board, a series of policy recommendations for implementing the Percy amendment, both within Title XII and AID as a whole. The recommendations were endorsed by the Board, and then by the Senate of the National Association of State Universities and Land Grant College, and forwarded to the AID Administrator for his consideration. His response was called to all AID Missions.

In 1979, the Women and Food Information Network was funded to support these Title XII efforts to build institutional capability. A second training session, attended by personnel from 54 schools, was organized by the Network in 1980, in connection with a BIFAD seminar on Women's Roles in Modernizing Agricultural Systems. Several regional conferences were also organized under strengthening grant funding. The result, according to a 1980 Network report, was that:

> All these efforts, the training, the conferences, the Network, combined with excellent monitoring of the strengthening grants, have resulted in a veritable explosion of WID capacity building in Title XII institutions within the past year. As strengthening grant monies have reached the local campuses, courses have been developed, rosters and documentation backup are being developed, seminars and workshops have been given, often with prominent participation of developing-country students and spouses. A number of universities have begun to fund small grants in the area, many of them involving work connected to a university-led development project. In a few institutions, where capacity is more fully developed, project teams are being briefed on WID issues and some project advisement is beginning. In a number of schools, part-time WID coordinators have been hired to amplify and coordinate these efforts. Combined with these efforts, undertaken primarily by women there has been a strongly positive response from many of the male project personnel and Title XII officers.

The issue of women's involvement in world food systems is clearly an idea whose time has come. There is a sense that now is the time to institute practical measures to address the issue at the project level. Building the capacity to do so effectively on a large scale must be seen as a long-term effort, and yet, in the short run, the issue must be addressed to the degree that our growing capabilities permit us to do so. It is important that we neither lose the moment, or move beyond our real capability. It is equally important that we strengthen the present Title XII capability as quickly as possible, so that we can undertake increasingly substantial integration of, and concern for, women's roles into research, institution building and project design. A substantial level of resources drawn from AID, the university community and other resources will be necessary to do this effectively, and a number of parallel interventions will need to go forward simultaneously.

In the 4 intervening years, real progress has been made in institutionalizing attention to the issue within Title XII. More than 50 schools have identified a WID contact person, and many schools have regular seminars for faculty and students to increase the knowledge base. People with expertise to address gender issues are routinely included in project planning and evaluation on many campuses. Title XII project teams are often briefed on women's roles, and direct technical assistance to projects in the field is now possible through some consortium grants. Integration of attention to women's roles from the beginning to the end of the project process is now a realistic goal for many of AID's agricultural projects.

If such a goal is to be realized efficiently, it is important that people are able to share what they are learning as quickly as possible. It is also important that the learning and the sharing extend to the larger international development community, so that we may benefit from one another's experience. In the next decade the effort to enhance women's roles in world food systems must be directed to the efficient integration of our growing knowledge into appropriate policies and programs.

JEANNE-MARIE COL, PH.D., SANGAMON STATE UNIVERSITY, SPRINGFIELD, IL

THE ROLE OF WOMEN'S VOLUNTARY ORGANIZATIONS: THE CASE OF UGANDA, 1982

Recent visits to Uganda had revealed to me that women were engaged in a great variety of organizational activities designed to improve the economic well-being of their families. Because women play the dominant role in subsistence agriculture and a substantial role in the cash economy, women are critical to Uganda's development. Women—especially in cooperative, women-dominated enterprises—are taking up the current slack and under-investment in Uganda's economic activities. Knowledge of the capabilities, interests and needs of women's organizations can lead to enhanced utilization and further integration of women's organizations in the overall redevelopment efforts in Uganda.

Women's organizations are planning and implementing projects that contribute to redevelopment by (1) increasing employment, (2) providing income generating opportunities for women, (3) mobilizing women to coordinated rather than isolated activities, and (4) creating opportunities for leadership experiences and recruitment of women into decisionmaking positions in socio-economic institutions.

At this stage (1982), women in rural areas as well as town and urban areas are interested in and capable of greater participation in the economy. The opportunity structure continues to channel women into traditional activities such as handicrafts and small scale agriculture.

Uganda is currently experiencing economic difficulties occasioned by the disruptions of the Amin years and the Liberation War. The difficulties which impinge upon women's development are: (1) transportation and communication, (2) inputs and materials, (3) organizational linkages, and (4) the increase in expenses due to the "floating" shilling. Because women are less centrally integrated into the economy, they are even more discouraged by these factors than are men. Reaching and developing women's groups is a low government priority throughout the world and in the best of times. When resources are scarce, male-dominated organizations which are generally older and more effectively linked to power centers benefit most from government policy.

Women's organizations included in this study have the following characteristics: (1) membership of 25–100; (20 multiple purposes, including income generation and economic self-reliance, (3) relatively few financial assets, (4) some

re-investment of profits, (5) cooperative, consensual decisionmaking patterns, (6) relatively little formal financial accounting, (7) differing meeting/working patterns, (8) location both urban and rural, (9) linkages with local officials and ministries, (10) women in leadership positions of mostly female organizations.

The groups contribute income generation, economic development, employment, and increased economic self-reliance for women. The activities of these groups contribute to income generation, economic development, employment, and increased economic independence of women. Unfortunately, only a few of the groups are actively focused on capital formation. The emphasis on the short term at the expense of the long term is understandable given the difficulties of the current economic situation. When the people are barely able to feed and clothe their families, it is difficult to defer needed purchases in favor of reinvestment. One indication of economic investment and expansion is that the groups have plans to expand into increasingly productive and lucrative activities. For instance, most groups which are beginning with agricultural projects expect to expand to poultry, pigs, handicrafts or services. They realize that they must generate some small amount of capital in order to begin activities which require more sophisticated and expensive inputs. Thus, the groups have a vague idea about capital formation but few concrete plans with Shilling estimates of costs, and reinvestment plans.

In addition to more opportunities to develop leadership skills, the women most need access to credit and to financial management techniques.

The groups in this study must be classified at relatively low levels of organizational development. They are either social clubs or at best economic groups which are organized around a specific activity or purpose. There are a few women's groups that are in the early stages of becoming women's businesses, taking the form of legal partnerships. Some of the factors involved in the transition from social to business activities include: (1) permanence, (2) concreteness, (3) trust and cohesion, (4) entrepreneurship and future orientation, (5) complexity, (6) market integration, and (7) multiple spheres of relationships.

The major constraints against the development of women include: (1) early training and educational programs, (2) household responsibilities, (3) lack of physical mobility, (4) lack of management training, (5) lack of credit, (6) lack of women field officers, (7) lack of channels for inputs, and (8) local cultural biases and behavior (female dependency).

Institutional relationships must be fostered from the organization's side and from the government/donor/banking side. The women's organizations must learn and adopt financial management and planning techniques. On the institutional side of the linkage, banks, ministries and donors must be sensitive to women's needs, women's systematic isolation from resources, and the "hidden" capabilities of entrepreneurial women's organizations.

The program that seeks to integrate women into development cannot overlook the importance of allowing the ambitions and career aspirations of young girls to extend to serious economic activity. If women are to be encouraged to develop businesses out of their clubs and cooperatives, girls must learn achievement values and business-related skills at an early age.

Based on the empirical information collected and described in this study, the researcher recommends the following:

Recommendation 1.—A curriculum review of primary and secondary schools re: concepts of cooperation, business skills and entrepreneurial attitudes.

Recommendation 2.—Some method of channeling inputs, credit and advice to women be regularized, e.g.: (1) women's branches in cooperative societies, (2) separate women's cooperative societies, and (3) the National Council of Women (NCW) serving as a cooperative union with district branches as its constituent societies.

Recommendation 3.—Women must be trained and placed as field officers in agriculture, veterinary, cooperatives, and trade.

Recommendation 4.—A mobile training unit of women that could go from district to district, providing agricultural assistance regularly (and/or other assistance like sewing, brick-making or poultry-raising).

Recommendation 5.—One vehicle supplied to each district NCW and one vehicle for the national NCW (total 34), plus some allowance for fuel for at least 1 year.

Recommendation 6.—USAID liaison with women's banking and credit institutions, including support of conference to arrange the founding "Women's World Banking Associates' in Uganda.

Recommendation 7.—Training at the Institute for Public Administration (IPA) to include "integrating women into development."

Recommendation 8.—A mobile task force of women to travel around the districts to provide information, to facilitate contacts and to boost morale among the women. This team might included specialists seconded from their home ministries: (1) an organizational specialist (perhaps cooperative development), (2) a specialist in agricultural production and storage, (3) a specialist in production and care of veterinary, (4) a marketing specialist, (5) a trade development specialist, and (6) a business management specialist. Equipped with sufficient vehicles and fuel, this team would visit (at least at the parish level) in each district. Return visits would occur after about 6 months. Ideally, this process should take about 1 year, but more teams would reduce the amount of time required. One month would be required (at IPA) to train the task force(s). Three teams should be able to cover all 33 districts in 1 year, including follow-up visits.

In order to enhance and integrate the initiatives that women are taking in the private sectors, both governments, indigenous and foreign, and non-governmental organizations must meet the needs of these women's organizations in a coordinated manner. This strategy demands planning and integration of public and private activities. The recommendations fall under categories of: (1) education/socialization, (2) inputs technical assistance, (3) transport and mobilization, and (4) capital.

ELLEN FENOGLIO, PROJECT MANAGER, CENTER FOR WOMEN IN DEVELOPMENT, SOUTH-EAST CONSORTIUM FOR INTERNATIONAL DEVELOPMENT, WASHINGTON, DC

BACKGROUND

The South-East Consortium for International Development (SECID) is a not-for-profit organization of 34 academic and research institutions in the southern and eastern regions of the United States. The Consortium has been providing technical assistance, training, and procurement services to developing countries since 1977. As of the 1982–83 fiscal year, SECID's current contracts—primarily with the U.S. Agency for International Development—totalled over $65 million. These institutional development, training, procurement, and environmental management projects are located in Nepal, Sri Lanka, Seychelles, Kenya, Senegal, Mali, Upper Volta, Zaire, Liberia, and Belize. In addition, SECID administers an Africa-wide project in environmental training, and a world-wide project on Women in Development.

SECID's membership spans 17 States, and includes all of the Historically Black Land Grant Institutions created by the Morrill Act of 1980, and 13 of the Land Grant Institutions endowed under the 1862 Morrill Act. Other member institutions include Duke University, Georgia Institute of Technology, the Research Triangle Institute, and the University of North Carolina at Chapel Hill. The depth of knowledge and experience made available through the 34 members of the Consortium enables SECID to staff and administrate projects covering a wide range of complex international issues.

The Center for Women in Development was established in 1980 with funding from AID's Office of Women in Development to promote women in development activities among SECID's member institutions and within on-going SECID projects. Underlying the formation of the Center was the recognition that women in developing countries perform crucial roles in economic production, family support, and make significant contributions to the development process. There is a growing body of literature available to development planners which cites women as major decision-makers in the family household enterprise—working long hours caring for their children, producing, preparing and storing food, tending livestock, and earning cash income when opportunities become available. However, data collected over the last 10 years indicate that the architects of most development projects have not fully recognized the vital work that women perform, and consequently have often failed to include them as participants, or consider their particular needs and problems in project design and implementation. The Center works with member institutions and SECID projects to counteract this neglect by promoting a philosophy of development which incorporates women as full participants in and beneficiaries of the development process.

ACCOMPLISHMENTS

During its first 2 years, the Center concentrated primarily on educational programs such as workshops, seminars, newsletter publication, compiling a roster of potential development workers among faculty and students, and establishing a Resource Center for use by member institutions. These activities were designed to highten the awareness among SECID member institutions of the importance of integrating women in development issues into all development activities. Second, through these avenues, the Center could identify experienced professionals interested in working in developing countries as partners with developing country women.

It soon became apparent that the Center would have to develop innovative mechanisms by which to achieve our goals. On one hand, there exist few opportunities for U.S. women to obtain the experience necessary to establish careers in the field of international development, particularly in areas such as agriculture and forestry. It also proved very difficult to initiate effective strategies for impacting on large, on-going AID funded projects, a necessary step if planners were to realize that integrating women into all project activities would result in more efficient and successful projects. In response to these challenges, the Center established the International Fellowship Program in Technical Assistance in 1981. Through this program faculty and graduate students from SECID member institutions are given the opportunity to apply their domestic skills in an international setting. Selected participants spend 3 to 6 months in affiliation with an on-going SECID project conducting applied research aimed at ... integrating host country women into project activities. The program responds to several critical needs by: increasing opportunities for women to gain international experience; advancing important women in development issues via a balanced approach of research and direct participation in community development activities; and integrating women in development approaches and concerns into existing SECID and member institution projects.

Since the program's inception, 16 technical assistants have worked with SECID or university team members in 10 countries. The success the Center has experienced in working with SECID's Nepal project amply demonstrates the merits of this program.

The Resource Conservation and Utilization Project (RCUP) is a large scale integrated development project aimed at stemming the rapid rate of deforestation in Nepal. Important aspects of this project include establishing tree nurseries in the targeted catchment areas, upgrading the rural water supply systems, introducing energy efficient technologies, range management, and training Nepali counterparts in resource conservation techniques. Given women's major roles in the collection and use of natural resources, their involvement in all these aspects of design and implementation is critical to project success. Many factors, including cultural and religious beliefs and the extremely low literacy rate among women, complicate the design of successful strategies for incorporating women into project activities.

In 1982, the Center placed two technical assistants in Nepal to work with the SECID team on women in development issues. These two women spent approximately 5 months in a rural village gathering information related to women's roles, knowledge, and needs in the area of resource conservation. In that time, the technical assistants collected a significant amount of data that has allowed the SECID team to implement a range of activities specifically designed to increase women's participation. Some specific accomplishments include the following:

—By attending village meetings concerning the installation of new water taps, the technical assistants were able to learn from the women, who were uncomfortable voicing their opinion to the male engineer, that while they appreciated the new taps, they still had to travel to the river to wash clothes and bathe. This information was passed on to the RCUP engineers resulting in a change in the design of the taps taking into account the multiple uses of water.

—The technical assistants were able to identify four rural women with adequate education and an interest in attending the certificate training program offered at the Institute for Renewable and Natural Resources. Prior to this it had been assumed by government officials and AID personnel that there were no women with the appropriate background or desire to attend such a course. These four women formed a part of the first class of seven women to enter the IRNR certificate program in the fall of 1983.

—As a result of the information gathered by the technical assistants, the RCUP team hired a consultant to develop an Action Plan for Women in Development. This plan recommended short and long-term activities to ensure the integration of women into the project.

FUTURE DIRECTIONS

Through the use of small seed grants provided by the AID Office of Women in Development, the Center for Women in Development has been able to impact upon multi-million-dollar AID-funded projects. The importance of these advancements cannot be overlooked. However, the funding for these activities is minimal and tenuous at best. It is imperative that women in development concerns and issues be totally integrated into the planning and implementation of large scale U.S. AID projects. The passage of the Percy Amendment mandated that the importance of women in development be addressed at each stage of project development. This has resulted in an ideological change and a growing commitment on the part of the Agency over the past 10 years. At this time, this ideological stand must be supported by a greater financial commitment. The first step is to acknowledge the vital roles women perform in developing economies. The next step is to ensure that sound projects will be implemented by obligating the funds necessary to initiate and sustain the appropriate activities.

The Office of Women in Development has made impressive and substantial gains in promoting women in development concerns throughout the Agency. Furthermore, their continued support has made programs such as SECID's Center for Women in Development possible. However, given the size of their budget and their limited personnel, the Office of Women in Development cannot be expected to assume sole responsibility for women in development efforts. If all the bureaus and offices within the Agency assumed a greater financial responsibility, the Office of Women in Development would be able to use their limited resources to support activities outside the general scope of regional bureaus and offices, such as institutional development and small innovative projects.

The Center for Women in Development has experienced 5 years of continuous growth and expansion. We are looking forward to continuing our activities of further integrating women, as agents and beneficiaries into the development process and encouraging the Agency for International Development to strengthen its financial and ideological commitment to this issue.

ANNE FERGUSON, PROGRAM/WID SPECIALIST, BEAN/COWPEA COLLABORATIVE RESEARCH SUPPORT PROGRAM, MICHIGAN STATE UNIVERSITY, EAST LANSING, MI

In the 10 years since Senator Percy sponsored legislation on women-in-development (WID) considerable progress has been made. This is evident in the concern shown regarding gender issues and the impact of development on women by organizations such as USAID, the United Nations and the World Bank, at colleges and universities and within many private voluntary organizations and church groups.

Coupled with increased awareness, this past decade has also witnessed growing organizational efforts and actions. It is now possible to speak both figuratively and, with the founding of the Association for Women-in-Development (AWID), literally, of a women-in-development community composed of policy makers, researchers and academics. Certainly one of the directions to be pursued in the future is to strengthen the link between the university community and policy makers/implementors. While the WID field already benefits from a cross fertilization of disciplines, increased dialog between university and development organization personnel promises to better tune research strategies and implementation projects to effectively meet the challenge of incorporating women into the development process.

A second strategy to be more fully pursued in the future is to seek out means of including women and women's organizations in developing countries in development programs. Methods of establishing and fostering true collaboration should be sought. In particular, this requires considering Third World women as equal participants, not simply recipients, in development efforts. These women need to be recruited as project employees and researchers and efforts to enroll them in degree and non-degree training programs need to be intensified. Barriers to their participation, among them restrictive rules and regulations that do not ade-

quately take into account familial responsibilities, should be removed.

In addition to these approaches which foster increased dialogue and help make development a shared undertaking it is also useful to document the positive benefits derived from the incorporation of women. In the past, by in large, the focus has been on detailing the impact of projects or programs on women. Often emphasis has been given to the negative effects of not having taken women into account in project design and implementation. While such reports provide valuable insights, equal attention should be paid to the impact that the incorporation of women has had on development projects and programs. In particular, case studies of how the inclusion of women and/or women's concerns facilitated the achievement of project or program goals should be carried out. For example, from its inception the Bean/Cowpea Collaborative Research Support Program (CRSP) has included a WID Specialist on its Management Office staff. Systematic efforts have been made to include women as researchers, technicians and students on the 18 African and Latin American projects involved in the program and to provide back-up research and support to Principal Investigators in their efforts to take the needs of female farmers into account in project design and implementation. Although this CRSP has been in existence for only 3 years, this policy has already begun to yield positive results, especially in the area of training. Of the 166 individuals participating in degree and non-degree training programs under the auspices of the Bean/Cowpea CRSP, 66 (40 percent) are women.

Finally, women-in-development as a discipline needs to be better institutionalized within development agencies and at colleges and universities. With regard to university settings more attention can be paid to the development of curricula and the integration of this perspective into appropriate development-related courses at the undergraduate and graduate levels. It is still all too common for newly trained professionals in international-related fields to be unaware of the role played by women in the economies of developing countries and the impact development and modernization has had on them. If development efforts are to be successful in the future, they hinge on the training of a cadre of professional men and women who are not only specialists in particular scientific fields but also are sensitive to the broader social and cultural milieu in which they will work.

DR. FRANCILLE M. FIREBAUGH, ASSOCIATE PROVOST, THE OHIO STATE UNIVERSITY, COLUMBUS, OH

On behalf of the American Home Economics Association (AHEA), I want to express appreciation to Senator Percy and the committee for focussing on Women in Development at the hearing held June 7, 1984.

AHEA and its members have a long history of involvement in international activities, formally begun in 1915 with the establishment of the International Committee. This committee linked AHEA to the International Federation of Home Economics, founded in 1908 in Switzerland.

Early international activities of AHEA members include a long-term relationship with the American College for Women in Constantinople, beginning in 1910; initiation of a program in household arts at University of Baroda, reported in 1920; establishment of a home economics program at Yenching University in 1922. The early programs focussed on the needs of women and families—including nutrition, housing, sanitation, and education.

Rural welfare extension programs for local women were begun in conjunction with the American International Association in Brazil and Venezuela in 1947. In 1971, AHEA began a long-term family planning project with programs in 45 countries, over 11 years.

Home Economics units in colleges and universities were active in the institution-building era in Pakistan, India, and Brazil, often assisting in designing collegiate-level programs in agricultural universities.

A portion of the 1983 AHEA resolution on involvement in international programs expresses the current outlook:

Whereas the base of knowledge for families and their needs, particularly those of women in many cultures, is exceedingly limited, therefore, *Be it resolved*, That the American Home Economics Association encourage culturally appropriate international programs that focus on improving the human capacity to increase quality of life and maximize human and material resources, especially in cultures where needs are greatest. (Copy of full text of resolution attached).

Home Economics professionals are involved in Title XII projects, in strengthening activities and in collaborative research (CRSP). They make contributions in nutrition, farming systems, and areas of concern at the interface of household and agricultural production. The interrelationship of home economics and agriculture in research and extension in the United States can be advantageous in developing country project design and implementation. Women and families in developing countries have been and are a primary focus.

The USAID Office of Women in Development in its relatively brief history has greatly increased the focus on women's contributions and needs in international development, even with its lack of continuity in leadership. A small advisory panel is proposed to strengthen the role and effectiveness of the WID office. The advisory group would provide an independent perspective for the WID office and an opportunity for counsel regarding the direction of AID's WID policies. As examples, deliberations regarding the balance of women-specific projects versus women integrated projects could help in allocating limited AID resources; a review and recommendations regarding the effectiveness of consortium WID networks could foster understanding and give direction for the future.

Members of such an advisory panel should have a strong interest in and commitment to WID. Membership should include university and historically black college representatives with strength in research, teaching, and extension, PVO and private sector representatives. Because of the potential contributions and the long involvement of home economics in international affairs, at least one advisory panel member from home economics is recommended.

It is gratifying to observe the growing recognition of the contributions of women in developing countries. Insufficient involvement of women in policy making continues. With relatively little additional commitment of foreign assistance resources, I believe that significant further accomplishments are probable.

(Dr. Firebaugh is Associate Provost, The Ohio State University, and immediate Past Chairperson of the International Section of the American Home Economics Association, member of the Board of Directors of the Association of Women in Development, and member of the Joint Committee on Agricultural Research and Development.)

INVOLVEMENT IN INTERNATIONAL PROGRAMS

Whereas, The home economics profession since its inception has been committed to the improvement of quality of life, especially the inter-relationships between the social and physical environment and the individual; and

Whereas, Home economics professionals are working in many regions and countries of the world in formal and nonformal education and research programs, in private and public organizations and institutions and business; and

Whereas, Home economists work with a variety of cultural groups and socio-economic levels in this country and in other countries; and

Whereas, Continued problems exist in supplying adequate food, safe water, and other resources for many segments of the populations in the world; and

Whereas, Population growth in many countries continues faster than the capacities to supply needs; and

Whereas, Housing and other environmental conditions of many families in the world are inadequate for safety and protection; and

Whereas, The base of knowledge about families and their needs, particularly those of women, in many cultures is exceedingly limited; therefore, be it

Resolved, That the American Home Economics Association encourage culturally appropriate international programs that focus on improving the human capacity to increase quality of life and maximize human and material resources, especially in cultures where the needs are greatest; and be it further

Resolved, That United States home economists cooperate with home economists in other countries to establish and strengthen programs of education, international development, and technical assistance, and research related to the quality of life, especially as they are directed toward people with greatest need.

(Submitted by the AHEA International Section and adopted by the Assembly of delegates of the American Home Economics Association, June 1983.)

ARVONNE FRASER, WOMEN, PUBLIC POLICY AND DEVELOPMENT PROJECT, UNIVERSITY OF MINNESOTA, MINNEAPOLIS, MN

Congratulations are due to the committee for holding this hearing and asking for statements on women in development. After 10 years of work under the

Percy Amendment of 1973, it is time for a look at what has been accomplished, and what we have learned. It is also time to take a new look to the future as we anticipate the 21st century.

Since leaving USAID as Coordinator for the Office of Development and joining the Humphrey Institute of Public Affairs at the University of Minnesota, I have had an opportunity to review the literature created during this decade of accomplishment. I have also been able, through a grant from Carnegie Corporation and two individual women donors, to initiate a worldwide study of the work of women's organizations since the establishment of the U.N. Decade for Women (1976–85).

The framework established for the third U.N. world women's conference (scheduled for Nairobi, Kenya, in July 1985) seems appropriate to the subject matter of the hearing. I will use it as a basis for this statement.

That framework suggests a review and appraisal of accomplishments and lessons learned, calls for assessing the obstacles to future progress in the light of current and future trends, and finally suggests that implementation strategies for further progress be devised, looking to the year 2000.

What have we learned?

1. The genius of the Percy Amendment was in recognizing the fact that "women in developing countries play a significant role in economic production, family support and the overall development process." It called for U.S. bilateral assistance to "be administered so as to give particular attention to those programs, projects and activities which tend to integrate women into the national economies of foreign countries, thus improving their status and assisting the total development effort." (Section 113 of the Foreign Assistance Act of 1961 as amended, the "Percy Amendment.")

This idea has, by now, been adopted by many of the other donor nations and a whole new field of endeavor, called "women in development" has been established and is thriving.

A Women in Development Correspondents' Group has been set up within the OECD/DAC with biennial meetings of directors of women in development programs from donor assistance countries.

2. A new body of literature has also been created. In the beginning, research and data on women's roles in the development process was scant. Much of the data was not disaggregated by gender and Western development experts assumed women in all countries did the same kind of work—housework and child care, essentially—and that their contributions to economic productivity were minimal.

The world now has an extensive and growing body of literature testifying to the fact that women's traditional and modern economic roles are almost as varied as the countries and cultures in the developing world. Much of this literature remains in unpublished form in resource collections around the world. It needs to be more systematically catalogued and more accessible to technical assistance groups, development agencies and the academic community. The recommendations section of this statement will deal with that.

3. From this research and data collection and from the collective wisdom of researchers, policy analysts and field workers expressed at a variety of national and international fora on the subject, we have learned that development planners and technicians must deal with women in their own cultural, economic and political context. We cannot successfully replicate one project in another area, even though women in the developing world share common problems. While it may be possible to replicate technological infrastructure projects, people-oriented projects require people-oriented adaptation, building on indigenous community needs, skills and mores as well as community organizations.

4. From women in development projects we have learned the three E's of development: Equity, efficiency and efficacy, and have been confronted with the triple collision of modernization—the desire for modernization, the drive for equity and the pull of tradition and culture.

Equity and efficiency have been much discussed. Efficacy is a judgment question, based on an assessment of the recipient community or nation and its ability to participate in the design, implementation and evaluation of a project or program. When dealing with women the questions to be considered are: Does this project over-burden already over-burdened women? Does it contribute to the development of the community? Will anything be left behind when the project is over? Does the project offer both short- and long-term rewards? Do the local women have some interest in or control over the project? Only when the project design considers these questions can its efficacy be judged and its efficiency be tested or equity aspect ascertained.

Development is not individual but societal. It involves group effort as well as individual participants' willingness to help effect change.

5. We have learned that integration is a process as well as a goal. It cannot be accomplished by fiat or simple project design. Integrating women into a development project means gradually working toward a goal. It requires some measure of equity considerations and an understanding of the interdependence of women and men within a given context. Integration and subordination are contradictory terms.

In many areas where women's and men's economic and social life are quite distinct, integrating women in development tends toward welfare and relief services.

6. Women-specific projects are required in most developing countries to overcome the effects of lack of equity and access to education and information over long periods of time and to help in human resource development. Development ultimately means human resource development and institution building. This takes time. It cannot be accomplished with 2- or 5-year projects. The first year of may people-oriented projects is taken up simply with getting community support for and participation in the project. This is especially true of WID projects which require the participation of women unused to outsiders. Here women as technical assistants are vital and the danger is impatience. If local organizations of women exist, building confidence and trust in the project is easier. Otherwise, a sense of community identification with the project must be sought or the project will fail as soon as the technical assistant leaves or the project funds are exhausted.

CURRENT AND FUTURE TRENDS

The increase in the feminization of poverty worldwide is perhaps the major consideration for WID. Women are poor because increasingly they are left with children to support as well as care for.

Out-migration of men, urbanization, internal conflicts and out of wedlock births are only some of the causes of this international phenomenon. This means, however, that women increasingly must be trained for economic sufficiency, that income generation projects with a viable future are an essential. Economic development among women with families is an imperative if current and future generations of children are not to be impoverished. This means the legal system in a given country must allow women to hold land, obtain credit, find employment and be part of the decisionmaking process.

RECOMMENDATIONS

1. Adequate attention should be paid to the U.N. system's efforts in the area of WID.

a. The United States should monitor U.N. efforts to include women's concerns in all U.N. agency programs supported by the United States.

b. Adequate support should be given to the U.N. Decade for Women conference scheduled to be held in Nairobi, Kenya, in July 1985. This should include support by USAID for travel and training grants so that developing country experts can attend and participate in in that conference. Special attention should be paid to the NGO Forum at Nairobi to ensure that developing country women who have headed successful women's projects can attend and share their experiences.

c. Support for the U.N. Voluntary Fund should be continued and increased.

d. In the debate over U.S. participation in UNESCO, special attention should be directed toward UNESCO's efforts to improve access to education and training for girls and young women.

2. The Women in Development Office at USAID should continue to concentrate on (a) increasing its efforts in training AID staff and contractors in effective WID techniques; (b) linking staff and contractors up with the experienced WID assistants, researchers, and field workers who now are available to assist in integrating women into major development projects in a manner that takes into account the three E's of WID—equity, efficiency and efficacy; (c) monitoring all agency projects, CDSSs and policy documents to assure adequate attention to WID concerns.

3. A new WID Foundation, modeled after the Inter-American Foundation and the African Development Foundation, should be established. The purposes of this foundation should include:

(a) To promote and assist indigenous groups in developing countries in designing and implementing development projects at grassroots and national levels with special emphasis on projects aimed at improving the economic and educational status of women and children.

(b) To promote and assist in developing a worldwide system of collecting and making available existing data and information on women and development. This system should take advantage of technological improvements in data storage and retrieval but be aware of the limitations of sophisticated technology in making such data and information available to all who need or can use it. It should not attempt to centralize such collections in the United States but should encourage collaborative use of existing resource centers and collections and the establishment of such centers in regions now underserved.

(c) To provide training and education opportunities to developing country women and men in a variety of professions and trades who can assist in improving the status of women in their countries. Conditions of such grants and opportunities should include a commitment to service in the developing world for a minimum of 2 years after completion of the training.

(d) Facilitate the exchange of personnel between developing countries on a short-term basis for assistance and training, and the design and implementation or evaluation of projects and programs.

(e) Promote and assist the establishment of on-going activities of women's bureaus and women's programs in developing countries.

(f) Hold short-term seminars, workshops and training sessions aimed at advancing the status of women and improving their circumstances in developing countries.

Mr. Chairman, I believe such a foundation is necessary between now and the beginning of the 21st century in order that we may truly integrate women into development and promote the interdependence of men and women on the basis of an equal partnership in the development process.

Thank you.

DR. RITA S. GALLIN, DIRECTOR, THE OFFICE OF WOMEN IN INTERNATIONAL DEVELOPMENT, INTERNATIONAL STUDIES AND PROGRAMS, MICHIGAN STATE UNIVERSITY, EAST LANSING, MI

The Office of Women in International Development (WID), International Studies and Programs, Michigan State University (MSU), is pleased to have the opportunity to submit this statement for the record of the hearing entitled "Women in Development: Looking to the Future." It is submitted on behalf of the diverse community of WID specialists at the university and the women of the Third World who have all benefitted from USAID's women in development initiatives.

Michigan State University's Office of WID began in 1978 as a committee and has grown to become an established unit within the University with a membership of over 700 faculty and students. The Office seeks to encourage efforts to understand and employ approaches to international development that are equitable and responsive to the concerns of women. Thus, MSU/WID is concerned with both the generation and application of knowledge to better realize the productive contribution of women and to enhance their opportunity to share in the benefits of the development process.

In its efforts to strengthen the resources of the University to better serve the needs of USAID in its work in developing countries, MSU/WID sponsors a variety of task forces and activities. The Project Advisement Task Force (PATF) provides training for persons interested in acquiring skills that they can use as project advisors, thereby encouraging the incorporation of women's concerns at the proposal writing, planning, implementation, and evaluation stages of USAID projects. A major example of this effort was the involvement of PATF trained consultants in the planning and implementation of the USAID Title XII Bean/Cowpea CRSP which resulted in a significant WID perspective in the projects that make up the program. The present Director of the Bean/Cowpea CRSP served as Director of MSU/WID during 1981–83 and was instrumental in creating a WID specialist position within the collaborative program.

The Publication Series Task Force of MSU/WID produces a series of Working Papers on Women in International Development that is designed to disseminate information rapidly to national and international specialists concerned with development issues affecting women in relation to economic, political, and social change. The explicit goal of this series is to promote and disseminate scholarship that will bridge the gap between research, policy, and practice. Finally, the Office of WID's Education and Research Task Forces sponsor a variety of activities to help develop the professional resources needed to assist USAID in its efforts to integrate women into the total development process.

While these are accomplishments to be proud of, we also are very sensitive to the problems that remain. Ensuring that women have access to the opportunities and benefits of societal development is a slow and incremental process. The strengthening of personnel concerned with issues of women in development is a long-term effort requiring continuing support. To address this situation, we would make three suggestions to the committee.

1. Continue to strengthen the capacity of our universities to provide the expertise needed by USAID in its programs overseas. The seeds of the WID perspective have been planted, but many scholars remain unaccustomed to and uncomfortable with conceptualizing gender in the planning of projects. Curricula need to be developed and materials on WID integrated into a range of departmental offerings to ensure planning that is sensitive to the concerns of women. The success of future development efforts hinges on the training of a cadre of professional men and women who are not only specialists in particular scientific fields but are also committed to help women achieve equity in development.

2. Direct greater resources to research. During the last decade, numerous studies have been conducted about the work women do and its relevance for development. Yet, often these findings are underused in the design, implementation, and evaluation of programs. If our goal is to ensure that women are both actors in and beneficiaries of the development process, researchers must be supported to work in concert with practitioners to generate information about the targeted population's situation prior to a project's inception, during its implementation, and at the time it is evaluated. Only by linking the experience and expertise of practitioners and researchers will we be able to assess the extent to which USAID projects achieve their goals.

3. Place greater emphasis on integrating women into the decisionmaking process. Women involved in development programming can be invaluable, both as a resource and as a constant source of pressure for women's issues. Commonly, however, women lack the leadership and managerial skills necessary to be equal partners in the design and implementation process. Efforts must be intensified to enroll women in degree and non-degree training programs both in their home countries and in our own universities to ensure that they have the skills to be active partners in the development process.

In conclusion, on behalf of the members of the MSU/WID community and the women of the less developed countries, the Michigan State University Office of Women in International Development expresses appreciation for the task you have taken on. It is our sincere hope that the measures you propose will move us closer to the day when there is no longer any need for a conscious concern to integrate women into the development process.

NANCY L. GRANOVSKY,* EXTENSION FAMILY RESOURCE MANAGEMENT SPECIALIST, TEXAS AGRICULTURAL EXTENSION SERVICE, TEXAS A&M UNIVERSITY, COLLEGE STATION, TX

Thank you for the opportunity to submit a statement for the record during these historic hearings on forward strategies for women in development. Senator Percy, as chairman of this committee, you deserve our deep appreciation for your continuing commitment to the role of women in economic development. Your bold initiatives in 1973 legitimized the need for giving special attention to integrating women into the development process. Indeed, the Senate Committee on Foreign Relations deserves special recognition for fostering congressional concern for the problems of women in U.S. aid recipient countries. As the U.N. Decade for Women draws to a close, it is appropriate to consider forward looking strategies to assure that the momentum and advances achieved during the past decade will continue to grow in the future.

My perspectives about women in development have been shaped by four important factors: My current role as a State Extension specialist within the Cooperative Extension Service of the U.S. land grant university system; my professional training as a home economics educator and family economist; my involvement with professional societies and non-governmental organizations including the American Home Economics Association, the International Federation for Home Economics and the Association for Women in Development; and

*The opinions expressed herein are those of the author and do not represent an official statement of the Texas Agricultural Extension Service, the Texas A&M University System, or the U.S. Department of Agriculture, Extension Service.

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my international experiences which began with Peace Corps service and have embraced a variety of experiences with women in rural development efforts in Latin America. I am the current chairperson of the Women and Families in Development Committee of the International Federation for Home Economics, a worldwide professional society and non-governmental organization with consultative status with the Economic and Social Council of the United Nations.

This paper focuses on five recommendations for promoting further the full integration of women into the development process:

1. Increase the funding for women in development efforts.
2. Integrate families into development.
3. Emphasize the technology diffusion aspects of agricultural development.
4. Recognize the growing importance of non-governmental organizations in the development process.
5. Expand global perspectives and international cooperation.

1. INCREASE THE FUNDING FOR WOMEN IN DEVELOPMENT EFFORTS

Although the U.N. Decade for Women will conclude in 1985, we cannot, indeed must not, diminish our support for women in development efforts. That the decade is over does not mean that the condition of women as participants and beneficiaries of development has been dramatically improved during the period. U.N. data indicate that while 50 percent of the world's population is female, women constitute 33.3 percent of the official labor force, perform for nearly 66.6 percent of all working hours, but receive just 10 percent of the world's income and own less than 1 percent of the world's property (World Conference of the U.N. Decade for Women). However, what has changed during the period has been an increased understanding on the part of the international development community of the magnitude of the problems facing women and the constraining factors which impede their full integration as partners in development.

The Decade Conference scheduled for 1985 in Nairobi can have long-ranging impact on the development strategies adopted by governments, non-governmental organizations and women themselves. The documentation being prepared for the Decade Conference will constitute a valuable resource. It will include reviews and appraisals of progress achieved and obstacles encountered both at the national and international levels, a world survey on the role of women in development, and statistics on women worldwide as well as forward looking strategies focusing on needs from 1985–2000 in the areas of equality, development and peace. Adequate funding for U.S. participation at the Conference as well as for follow-up activities after the conference, including information dissemination, is vital.

Historically, WID efforts have been funded at low levels. During the remainder of this century and undoubtedly beyond it, a larger proportion of the total AID development assistance budget should be devoted to integrating women's concerns into development assistance efforts. In 1981 and 1982, 4 percent of the budget was devoted to WID (USIDCA, 1983, p. 387). The U.N. Voluntary Fund for the U.N. Decade for Women has funded 300 projects with a total budget of $22 million during the 6-year period, 1978–82 (Women, Public Policy and Development Project, p. 38). At the first conference of the Association for Women in Development (AWID) in 1983, Margaret Snyder indicated that the Voluntary Fund's budget for 1982 was equivalent to what was spent in 2.5 minutes from the world budget for armaments (AWID conference notes, 1983). Clearly, the WID effort will need a major infusion of funds at both the national and international levels if development goals are to be achieved.

2. INTEGRATE FAMILIES INTO DEVELOPMENT

The Percy amendment provided impetus for recognizing both the problems affecting women and the failure to make effective development progress because women concerns had been ignored for so long. Virtually all development issues are women's issues. When possible, WID efforts need to be integrated into larger projects, although there will be times when women-specific efforts will still be appropriate.

The AID Policy Paper on Women in Development carefully outlines strategies for integrating WID into sectoral research and development assistance projects. The policy paper needs to be taken seriously and disseminated widely. Its strategies need to be incorporated into the methodology by which projects are conceived, planned, implemented and evaluated. A major forward strategy for the United States is to implement the recommendations in the policy paper.

Although the WID Policy Paper cautions against using a family focus, it will become increasingly important in coming years to shift the development agenda from a strictly "women in development" focus to an integrated "family in development" focus. The World Plan of Action for the Decade for Women adopted in Mexico City in 1975 emphasized the importance of family, both in terms of women's contribution to the family and the role of the family as an important agent of social, political and cultural change.

The reluctance by some United States WID specialists to use a family focus may stem from a fear of using a proscribed concept of family that fails to recognize the major variants in household and family composition the world over or from a fear that emphasis on family in development will dilute the importance of women in development.

Perhaps there is a misconception about the interpretation of the term "family." The home economics profession, whose focus is family in its various forms, defines family "as a unit of intimate transacting and interdependent persons who share some values and goals, responsibility for decisions and resources and have commitment to one another over time" (AHEA, 1975). This focus does not stereotype kinship patterns, household composition or roles of family members but recognizes that families differ in these dimensions both nationally and internationally.

A family ecosystems approach is a useful analytical tool for studying families and the needs of family members. This approach examines the reciprocal relations of family to its natural and man-made environments, the effect of these singly or in unison as they shape the internal functioning of families, and the interplays between family and other social institutions and the physical environment (AHEA, 1975).

A family in development approach does not disregard the need for sex disaggregated data; in fact, a family ecosystems approach to development can facilitate the study of intra-household dynamics: division of labor, allocation of resources and decisionmaking. This framework can facilitate our understanding of the multiplicity of women's roles within the family system and other system components and consequently, can help us to identify appropriate strategies to address women's needs in role and sector-specific situations, whether those needs relate to agricultural development, employment and income generation, education, health, nutrition, or family resource management.

Women in development specialists who are also development home economists can provide valuable assistance in delineating a cross-culturally useful, conceptual framework that incorporates a family ecosystems approach. However, the perspective of development home economists is frequently missing from development strategies and staffing despite the obvious benefits to be gained and the fairly abundant supply of female talent. Female home economists are sometimes regarded as inappropriate development scholars and practitioners; in their place, "instant experts" are recruited from "acceptable" disciplines for projects generally considered to be within the purview of home economics (Murray, 1983). To overlook the skills of available female professionals is a failure to integrate women professionals into the development process as participants.

There is growing evidence that some women in development specialists may be moving closer to a family in development orientation. In concluding remarks at the 1983 AWID conference, Arvonne Fraser called for a new concept of development that includes women and children. Women and children constitute 75–80 percent of the world's population, she noted. She challenged participants to consider the impact development efforts would have if women and children were integrated into the process.

It has been only 10 years since the Percy amendment became law. This is a very short time to expect dramatic change. However, it is critical that development assistance projects be monitored and evaluated for their social soundness and impact on women and families as participants in and as beneficiaries of development efforts. Because of the growing importance and public demand for fiscal and program accountability, increased funding will be needed for baseline studies, and program evaluation, including impact studies for selected projects.

3. EMPHASIZE THE TECHNOLOGY DIFFUSION ASPECTS OF AGRICULTURAL DEVELOPMENT

Greater emphasis needs to be placed on the technology of diffusion. Wharton has indicated that the greatest challenge facing agriculture today is the diffusion of technology in a way that it can be used profitably by small farmers in developing countries:

"If there is one area where we have been most unsuccessful, it has been the development of cost-effective and program-efficient models for the delivery of new scientific and technical knowledge to the millions upon millions of farm producers of the Third World. We know how to harness the creative and inventive forces of science and technology in the war on hunger, but I submit that we still have not been fully successful in technology of diffusion. . . . I believe that attention in this area is one of AID's and BIFAD's most critical items on their future agendas." (Clifford Wharton, in USDA, 1984, p. 5)

Women play a significant role in agriculture and food chain activities in developing countries. Although it has been estimated that women perform about 40 percent of agricultural production work in the world (70 percent in Africa), national labor statistics have failed to recognize or have grossly underestimated the significance of their role as agricultural workers.

As indicated by the AID Policy Paper on Women in Development (1983), there is little evidence that agricultural development technologies and resources directed to farm households "trickle-across" to reach women. Male agricultural extension workers typically work with male farmers; women receive limited (or no) benefit from this approach. In contrast, a family ecosystems and farming systems approach can facilitate the diffusion of technology to women as well as to men (Axinn, Flora, 1982). Such an approach would not overlook the needs of women, men or children. This micro-level focus on the farm family enterprise is important because the quality of farm decisionmaking affects the unit's survival (Axinn, 1982).

In response to the problem of technology diffusion, the Extension Service of the U.S. Department of Agriculture has issued a policy paper endorsed by the International Task Force of the Extension Committee on Policy (ECOP) and approved by ECOP. If fully implemented, the support and involvement of the U.S. Cooperative Extension Service system in U.S. programs of international agricultural development could have significant impact on the diffusion of technology in aid-recipient countries.

The mandate for increased involvement of Extension in international agricultural development comes from two sources: Title XII of the International Development and Food Assistance Act of 1975 (Public Law 94–161) and Title XIV of the 1981 Farm Bill, especially Section 1436 (Public Law 97–98) (USDA, 1984, p. 6).

The U.S. Extension system is well suited for the task. "It is the one organization designed for, experienced in, and able to bring the mystery of research within the reach of the practicing farmer. Its greatest relevance may lie in its historic concern for what happens to the farm family as a human unit with real life problems" (USDA, 1984, p. 8). Although Extension programs may concentrate on specific commodities, they must deal simultaneously with a farming system, a family situation and a community or societal environment.

The Extension policy statement outlines Extension's international mission (USDA, 1984, p. 8):

1. Assisting developing nations in support of U.S. governmental policies described in Title XII and Title XIV.
2. Broadening the experience base and enhancing the professional capabilities of U.S. Extension personnel.
3. Improving the ability of the Cooperative Extension Service to explain and interpret the global market and its effects upon U.S. agriculture.
4. Providing creative leadership and innovative techniques to increase the adoption of relevant technologies.

Increased Extension involvement in international agricultural development activities has implications for women. Some caveats are in order. The U.S. Cooperative Extension Service has traditionally served the interests of male farmers because, unlike the developing world, women have moved away from the agricultural sector. Certain factors in Third World development have had the opposite effect—a movement of more women *into* the agricultural sector. Male Extension professionals involved in international agricultural development may need additional training about women and families in development to reduce the chances for "the farmer, he . . ." thinking. Female Extension professionals, most of whom are home economists, may need additional training to increase their understanding of general problems and strategies in international agricultural development. Home economists may be the "bridge" between agriculture and other disciplines and thus can promote interdisciplinarity in WID project development (Granovsky, 1983).

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The most compelling reason for utilizing staff from the Cooperative Extension Service system in agricultural development programs is that they possess the process skills needed to design, implement and evaluate technology diffusion and adoption programs. On a daily basis, they are engaged in educational endeavors designed to enable people to identify problem situations, to acquire and evaluate new information, and to change current practices in view of newly acquired information. That is the essence of technology diffusion; it is also the heart and soul of Extension's work as change agent regardless of the global setting. Only the problems and needs, specific technologies, and education and communications strategies will differ according to the cultural context.

If Extension is to fulfill this mission, funding to support its application internationally will be necessary, just as it is for research and academic instruction (USDA, 1984, p. 10).

4. RECOGNIZE THE GROWING IMPORTANCE OF NON-GOVERNMENTAL ORGANIZATIONS IN DEVELOPMENT PROCESS

The role of non-governmental organizations, private voluntary organizations and professional societies as change agents in development should not be overlooked. Often, these groups can transcend official governmental barriers and can reach clientele at lower cost than government-to-government programs. However, most of these organizations operate with limited funding. If funding opportunities from governmental sources were expanded, such groups could fulfill their mission as partners in development.

Women's organizations have had widespread impact in promoting change on local, national and international levels. Fraser has listed several impacts including: Changing public policy, promoting social welfare, improving economic and physical conditions, spreading new ideas and knowledge, and training women for leadership, citizenship and political participation (Women, Public Policy and Development Project, 1983, p. iv–v). Further, because many non-governmental organizations area also international NGO's, they have the potential for creating influential networks.

Professional societies can play an important role in influencing the development process through development of human talent that can be brought to bear upon the solution of problems. Such societies in developing countries provide much of the nonfinancial rewards for professionals; publish scientific papers; award fellowships and prizes; elect leaders; convene meetings and conferences; set professional standards for research; and provide continuing education (Ratchford, 1982).

An organized effort to examine the potential impact of non-governmental organizations, proviate voluntary organizations and professional societies on the overall development effort in a country or region could lead to important new strategies for future women in development efforts.

5. EXPANDED GLOBAL PERSPECTIVES AND INTERNATIONAL COOPERATION

In formulating foreign policy, it is increasingly important to consider the implications of the growing distance between "have" and "have-not" nations. There are many who believe that the implications of these disparities present the greatest social challenge for the remainder of this century (Brandt, 1984). Most of the have-not nations are in the Southern hemisphere while the have nations are located in the North. Meaningful North-South dialogue must begin soon.

The North, with 25 percent of the world's population, has more than 90 percent of the world's manufacturing industry and receives 80 percent of world income; conditions we associate with a "quality standard of living"—income, nutrition, housing, sanitation, education, health care, and life expectancy—are more adequate in the North than in the South. Because the most disadvantaged population segment in the have-not nations is female, policy-makers must consider how foreign policy decisions regarding North-South relations will affect the lives of women.

In foreign policy, we must guard against cultural elitism. Clearly, we do not always know best. Development strategies must be culturally appropriate while seeking to alleviate the conditions which cause underdevelopment. In our zeal to create a better world, we sometimes forget that no infusion of money or ideology will create change unless the people themselves are participants in that change process. Huston (1979) believes our search for solutions to the problems

of development should begin in the villages, with people given an opportunity to speak out. "If not," she writes, "development will continue to be a haphazard affair suffering from irrelevant and elitist views of the needs of the world's poorest people" (Huston, p. 125).

In a recent book critical of development strategies implemented through many bilateral and multilateral assistance programs, Gran (1983) calls for a paradigm shift to democratic, participatory development occurring from the bottom up by improving and empowering local abilities. This proposal is likely to be controversial, given the political realities in many countries today. Yet this approach does not differ vastly from the approach the Cooperative Extension Service has used in the United States for 75 years: Involving local people as participants in the process of change through education and leadership development.

There is a tremendous need to educate Americans in a way that will help them to develop an understanding of global interdependencies. It is also important to clarify and communicate the mission and goals of U.S. foreign policy to the American people. The public generally confuses the development assistance portion of the foreign aid package with what they perceive to be "give away" programs. Further, the public does not understand that Food for Peace programs are linked to overall development strategies in recipient countries (USAID, 1984).

We may have a serious shortfall in international competence in the United States today. McGrath defines international competence as "a substantial number of Americans in every walk of life who understand other peoples and societies well enough to be able to work effectively with them, using their own language on a broad range of economic, political and security issues" (Nelson, 1984, p. 3). International education has a place within the curriculum, for we cannot afford an isolationist view of the world. Higher education must provide leadership for educating students for a global view. Educational programming through the Cooperative Extension Service can also help the public to understand the impact of growing global commerce, communication, and interdependency (USDA, 1984, p. 4), as can the outreach of non-governmental organizations.

Greater international cooperation is imperative. A new concept of global responsibility for economic and social development which calls for understanding, commitment and solidarity among nations and people has been advocated by some (Brandt, 1984). This understanding of the connectedness of common interests can result in policies that reduce world tensions and generate greater cooperation among the nations of the world. International cooperation calls for renewed commitment to the fundamental reasons why the United Nations system was initially established. While the defects of the system are not easily defended, the fact remains that the United Nations is the only place where international matters can be addressed by words instead of force.

United States withdrawal from specialized agencies such as UNESCO would be antiproductive. In joint hearings this May before the House Foreign Affairs Subcommittee on International Operations and International Organizations on the proposed U.S. withdrawal, Dr. James Holderman, Chairman of the U.S. National Commission for UNESCO, testified that the Commission believed that it would be tragic if the United States pulled out of UNESCO without an earnest effort to reform the organization from within (NASULGC, 1984, p. 4). U.S. nongovernmental organizations have also affirmed that continued U.S. membership in UNESCO is in the natitonal interest. Later this month, the American Home Economics Association will consider a resolution endorsing the continuation of U.S. participation in UNESCO. UNESCO is involved in many programs that benefit women and families, including literacy programs and major efforts to achieve the goal of "Health for All by the Year 2000," to name but two. U.S. withdrawal would disadvantage women in developing countries.

As a world leader, the United States must implement policies that recognize the complex and dynamic nature of global interdependency and the impact of policies on people, especially women, who have traditionally been the most disadvantaged group. Mutual understanding and cooperation are imperatives for global viability. The challenge to policymakers and educators is a clear, but difficult one.

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Since the adoption of the Percy Amendment in 1973, various international agencies have become more aware of the relevance of gender differences to development planning. More and more development planners recognize that overlooking gender differences in access to and control of resources, and in incentives provided for stimulating productivity, leads to divisive and less effective development projects. The benefits of such projects are often not available to women.

Detailed review of international development projects has shown that where women are not identified in project papers as intended beneficiaries, they are likely to remain invisible in planning and evaluation documents (Dixon, 1980 :48). In order to provide women with more direct access to project benefits, planners must explicitly recognize the prevailing sexual division of labor and design activities which build on women's work patterns and enable them to control their earnings (Dixon, 1980 :30).

During the 1970's and early 1980's, Title XII universities have deepened their involvement in international development work in cooperation with the Agency for International Development. By means of "Strengthening Grants," AID has encouraged these universities to become more responsive to women's roles in agriculture and, specifically, in food production. Many universities established

Women in Development programs as part of their international development efforts.

As early as 1980, the 11 member universities in the Consortium for International Development (CID) took a leadership role in demonstrating their commitment to reflect the distinct roles and functions of LDC women as they relate to project implementation in each of their funded projects. In 1983, the CID Board of Trustees unanimously approved a resolution calling for all member universities to involve women in development issues in all of their contracts.

The Consortium has had specific Women in Development Projects since 1980 with the first focusing on capacity building, WID awareness and the establishment of a network of campus coordinators throughout the CID system. During the first project, CID/WID participants also had an opportunity to address WID issues on several CID member university international projects. In addition, women were involved on technical assistance teams in variety of non-CID projects on member university campuses.

The second Consortium project "Integrating Women into the Development Process," which is beginning in the summer of 1984, has two major goals:

1. To make CID projects more effective in reaching all segments of the population through integration of WID issues into all phases of current and future projects.

2. To place 14 WID sensitive persons per year for a 2-year period on new or on-going CID projects, or on other non-CID international projects at member university campuses.

Through funding from the Women in Development Office at the Agency for International Development, persons sensitive to Women in Development issues will have the opportunity to contribute to on-going international projects using both their technical skills, for example, in the field of agriculture or social sciences, and also identifying important gender issues as they effect project goals. Participants in the program are also responsible for developing collaborative relationships with host country women and involving these women with project concerns. Through this project, CID will address the issues of the critical roles women play in agricultural production systems, including women's participation in development planning. As concerted contributions are made to all phases of current project implementation, it is expected that there will be an increased demand for gender-sensitive work in future projects. It is anticipated that USAID Mission and project personnel will actively work to integrate the call for gender disaggregation of data into all phases of international projects.

Women and men of both host countries and developed countries are showing an increasingly strong interest in designing and implementing projects that directly and positively affect women's lives. Support for gender sensitive project work, however, must continue to come from the Agency for International Development which constitutes the major development arm of the U.S. Government.

One area within AID where Women in Development issues have not been consistently articulated is in "Requests for Proposals" (RFP). In the past, many requests for proposals and their accompanying scopes of work have failed to recognize the importance of taking into account the existing and potential opportunities and constraints facing women in the traditional and modernizing systems of resource allocation—the land, water, labor, credit and information services. Competing universities and private contractors have often ignored these issues since no specific attention to them was called for in the RFP. In many cases, the potential contractor needed only add the most superficial of statements on the subject.

We suggest that gender disaggregation of all data collection as well as an awareness of the roles of women in developing countries needs to be an integral part of RFP construction. Agricultural development, employment and income generation, energy and natural resource conservation, and water and health should be of concern to all persons working in international development—and for each of these issues, attention to gender as a critical variable is necessary for successful project implementation.

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"WOMEN AND DEVELOPMENT, WITH SPECIAL REFERENCE TO AFRICA AND HEALTH AS A PREREQUISITE TO DEVELOPMENT"

Mr. Chairman: I appreciate the opportunity to share with this committee my extensive experience on Women's Development as editor/publisher of "Women's International Network (WIN) News," an open, participatory communication and resource Network that reports on women's development and speaks for women's rights worldwide.

In the editorial of WIN News, the first issue of the 10th year of publication, our priorities, reflected in the pages of every issue are outlined:

To raise the consciousness of women and men everywhere about the true facts and the injustice of the status of women in all parts of the world, based on the principle "I am my sister's keeper";

To join hands all over the world and work together towards fulfilling the basic needs shared by women and our children in all societies, regardless of country, color, or political "ism." They are: reproductive freedom of choice, economic equality in the family and market place, equality before the law and personhood;

To assert and implement human rights as indivisible for all people, regardless of sex and without man-made prejudice, discarding all man-made customs or traditions favoring the male sex.

THE REAL REASONS FOR HUNGER IN AFRICA

Famine in Africa—caused by recent droughts—once more has gained world attention. Urgent requests for funding and for emergency food shipments have been made again in Congress. Quite aside from this relief for natural disasters—the third major food emergency in Africa is less than 10 years—it is a fact that the per capita food production all over Africa has been steadily decreasing for the past 10 years—as all the statistics submitted to Congress by US AID confirm.

Quite aside from natural disasters, many African countries which previously exported food and certainly were able to feed their own populations quite adequately, now have to import food to survive: for instance, Ghana, Sierra Leone, Zambia, Mali, have had to import steadily more and more food with hunger increasing. This trend can be observed regardless of weather conditions.

To this should be added that even at the height of the previous famines in Africa, cash crops continued to be exported; for instance, Senegal exported large quantities of peanuts though food crops had to be imported to feed the hungry.

In many recent statements made by the World Bank and seconded by USAID, it has been claimed that the reason for the decreasing food production is that farmers are not paid enough for food—and that food prices in Africa especially are artificially held down by the governments in favor of the urban populations. As a recent editorial of the New York Times (Sunday, March 11) claims:

"A major cause of this downward spiral has been the failure to provide adequate compensation to farmers. And the main blame for that falls on the state marketing boards established in most African countries when they become independent. . . ."

But, the most crucial reason as to why Subsaharan Africa's food production is steadily decreasing—while its population growth rate is steadily increasing—has not been mentioned at all: the farmer in Africa is a woman.

The real reason for food shortages in Africa, that all "development experts" have consistently ignored, is that women produce up to 80 percent of the food (as opposed to export crops) (according to the Economic Commission of Africa). And women have been largely left out of modernization and development. The best kept secret among development advisers is that food farming in Africa is a women's job—and always has been. Women are responsible—according to African traditions—to grow the food; to prepare, handle and store food is and has been a female task. Women also sell the food they grow and do not need themselves in the markets—as everyone who has ever visited an African market can observe: but evidently, the Western, male development experts don't see, because all development assitance, where agricultural production is concerned, has been exclusively provided for men: Men grow the export crops which are sold overseas by the governments. With that income, governments buy armaments and luxuries, most of all cars. For instance, the automobile population in Africa is growing at least twice as fast as the human one at present, despite drought, famine and poverty.

Women are left in the countryside; men long ago have left the villages and can be seen in every city and town, hanging around, unemployed, often drunk. Women are responsible for feeding their many children and they are left behind in the drought-stricken, rural areas, becoming the helpless victims. Men go home to their villages often only once a year to father another child and to eat food their wives produce; often, they have another wife in the city. Their contribution is to father as many children as possible to bolster their egos and confirm their manhood.

As I said in an article in "The Humanist," male sexuality is completely out of control; yet women are sexually mutilated claiming that female sexuality is dangerous. Female genital mutilation continues to be widely practiced in a huge area across Africa, involving more than 80 million girls and women.

The responsibility for feeding the large families rests traditionally on the mothers; thus men have no incentive to curtail their families. On the contrary: they expect that their children will support them in old age and their daughters are a handsome source of income. On reaching puberty, the fathers trade them to the highest bidder for a hefty brideprice. All this is documented in the article on family planning, and in WIN News and the "Hosken Report: Genital and Sexual Mutilation of Females." This state of affairs has been totally ignored by international family planning programs and especially those financed by USAID. Predictably, not only are populations rapidly increasing all over Africa, even in the poorest countries, but the population growth rate has dramatically increased since family planning started 10 years ago as an organized, internationally-financed activity.

Now, let me address the claim that low prices for food are responsible for underproduction by farmers. While this may be true in some developing countries, it is not true in Africa. As anyone who has been to Africa markets knows (and I visited markets again in 11 countries of East/West Africa in 1983), food is not at all cheap; indeed, knowing the salary ranges paid by governments (the largest employers in each country) one marvels how it is possible to feed the large families from the meagre governmental salaries.

Food prices in Africa on the average, compared to what food costs in the United States—are often considerably higher; but then the male World Bank and USAID experts who make such claims are totally ignorant on the subjects as they don't go shopping for food and have no idea of what the costs of basic foods are.

The International Monetary Fund and World Bank, seconded by USAID, have long agitated concerning the increase of food prices; recently, the Government of Tunisia was persuaded to give in to those demands and food prices were increased; this led to countrywide riots.[1] A few years ago the same was tried in Egypt with disastrous results. It will lead to similar riots everywhere it is tried and will result in widespread revolution in countries which already suffer from great political instability. But, it will do nothing to increase food production; because food in Africa is grown by women; that is, women are the majority of the subsistence farmers. As long as all international development agencies continue to discriminate against women—as they have for decades or ever since "Development" became an international issue (after World War II)—the food situation in Africa will get worse and worse.

It is interesting to note that traditionally in Africa, women have no ownership right to land; land was owned communally. This is once more documented in the State Department's Human Rights Country Reports. This state of affairs is now confirmed in agricultural development projects when land ownership is conveyed to the male head of the family (on behalf of the family) even though he is often not even present.

What is the result of depriving women of all land and property ownership on the productiveness of food? Women are pushed off the best and most fertile land, which is used for government-supported export cash crop schemes. It is made more and more difficult for women to produce food crops on the poorest and most distant plots—which predictably decreases food production and provides no incentives to improve land which a women is not allowed to own and which she may be forced to leave at any time.

Traditionally, land was used communally; but with modernization, land—which is the essential resource in an agricultural society—becomes the exclusive ownership of the male head of each family, to do with as he pleases. In most of Subsaharan Africa, women cannot own anything, they cannot get loans for

[1] In May, 60 people were killed as a result of riots due to IMF policies imposed on the Dominican Republic (N.Y. Times, May 26).

their agricultural production, for seeds, or fertilizer, or tools—for no other reason than that they are female. They are also deprived of their traditional communal access rights to land which is now owned by men who have left the land and gone to the cities, and who have never been concerned with growing the subsistence food crops.

In addition, if one examines who is trained (for instance in agricultural extension colleges or any other internationally-financed training program related to agricultural production), one will find almost only men. It is claimed that women are far too busy with their families to spare the time for training. In any case, the agricultural planners and international experts who organize the programs have always ignored women. Typically in Kenya, which has imported some agricultural machinery, one can see now tractors at work in the fertile fields near Lake Victoria: the person who rides the tractor is always a man. Nearby, groups of women will do the backbreaking work of weeding, as always, with a hand hoe. And the same situation is repeated over and over, all over Africa.

By now, the results of this discrimination against women farmers are visible to all, and have been widely documented in numerous research studies for instance by the FAO (Food and Agriculture Organization of the United Nations). In WIN News (Winter issue, 1984) we have listed a series of FAO research studies on women and agricultural development as well as all the background papers to the recent "Expert Consultation on Women in Food Production" which document in detail the discrimination against women farmers that has led to the failure of large numbers of development programs. (See "The Domestication of Women: Discrimination in Developing Societies" by Barbara Rogers, Kogan Page Ltd. (UK), 1980).

In turn, the large agricultural programs that introduce new technology to "modernize" agricultural production, exclude women from training, who then lose the few sources of income they traditionally had; for instance in Indonesia, rice mills were given to men only, thus eliminating women's work. Farmer cooperatives everywhere are organized by men, and for men, ignoring women and women's farming needs, and excluding women from all decisionmaking and most of all, from the benefits and proceeds of the cooperatives.

The results of these appallingly discriminatory policies, which are pursued by all internationally-financed development programs, can be seen now in Africa, where food production is steadily decreasing; but the tragedy is that women and children are the vast majority of the victims of famine, as can easily be seen in the refugee camps: most of the refugees—especially in Africa camps—are women and children.

In summary, let me state that based on my experience visiting Africa, as well as the documentation of many research reports that I regularly read and review in WIN News, it is clear that present policies as pursued by USAID, the World Bank, FAO, UNDP, and other international agencies, are only compounding the problems of hunger and the insufficient food production, because they all discriminate against women. Though the facts have been amply documented, as I have shown above, all research reports are ignored. For instance, the FAO has dozens of research studies about women in agriculture, financed by the Agency, all of which document the damaging results of discrimination: yet, these reports are ignored in their own major development programs. The World Bank in particular refuses to recognize the contribution of women farmers and their rural development programs have done enormous damage to women in agriculture, as women are entirely ignored as persons in their own right.

What is more, especially in Africa, women are responsible for growing the food to feed their families and this has been ignored by all development programs. It is not productive to talk about "families." We must ask: who needs assistance inside the family; who produces the food in the family; who is responsible for the children? Women, of course. (See "Rural Women: Unequal Partners in Development" by Martha Loutfi, published by the International Labour Organization, Switzerland, 1980). As documented in this study, assistance to families goes to the male head of household; it rarely reaches women and children, least of all in polygamous families and where male/female tasks are strictly segregated.

Unless the development policies are drastically changed, providing women with the same property and land ownership rights as men, and with much more technical assistance and training (to compensate for past discrimination), and most of all, with credit on an equal basis with men, there will be increasing

famine in Africa accompanied by political upheavals. The failure of large numbers of development programs has been documented as due to the exclusion of women or discrimination against women. These failures, especially in food production, by now threaten the survival and political viability of whole populations: it is time that Congress and this committee takes action.

A complete review of development policies is in order now, with the objective being to fully integrate women in all programs, to provide compensatory training and technical assistance to women farmers in particular. Here we cannot make specific recommendations as first, a review of all programs must be made. We urge that such reviews be required from USAID/the World Bank/and all other development agencies to which the United States contributes.

These project reviews should require each Agency to propose overall policy changes, and to assure that at least half of all participants/trainees/assistance recipients in future be women, and that compensatory assistance and technical assistance be provided until equality is reached. We urge Congress to withhold future funding, pending the issuance of equal development policies which must be applied with each and every development program funded by the United States, or to which the United States contributes.

The above statement was summarized in a Letter to the Editor and printed in the New York Times, March 21, 1984. The response WIN News received was most gratifying. Mr. McPherson, AID Administrator, also responded with a Letter to the Editor of his own, claiming that "the amount of foreign aid expended on women in development projects has more than doubled from 1979 to 1982." Of course, if you start with a contribution of less than 2 percent of the AID budget (which the WID contribution was), doubling this will not improve the situation, considering that we are talking about more than 50 percent of the population involved (and over 60 percent if you add the children totally dependent on their mothers).

When WIN News wrote to Mr. McPherson asking him to substantiate the alleged WID programs, he never replied. My experience visiting 11 countries in East and West Africa shows that the few substantial WID programs (for instance, two in Upper Volta) had failed or were "discontinued."

IMF FUNDING

WIN News, as an open, participatory communication network by, for and about women, and speaking for women's development worldwide, uregs you to vote against the U.S. contribution (or additional contributions) to the IMF. The financial policies and austerity regulations imposed on Third World countries by the IMF have been devastating, especially for women who are the majority of the poor and unemployed in every society, and especially in the poorest Third World countries.

The IMF policies have greatly restricted investment and job creation just at a time when more women have acquired the necessary education to enter the modern labor market. In every country where the IMF has imposed its damaging economic restrictions, the people who have suffered most are women and the children they support, who often have been robbed of food and basic necessities by these restrictions.

We urge you not to contribute to the IMF unless new and different policies are initiated that support job creation and economic expansion, to enable the poor and disadvantaged of each country to get work. This will, furthermore, create more demand and thus greaty improve world trade, including exports by the USA, thus directly benefitting our balance of trade.

WOMEN'S HEALTH: A PREREQUISITE FOR DEVELOPMENT

I testified on this subject previously, specifically on the practice of female circumcision/genital mutilation (FC/GM), that damages the health and well-being of more than 80 million girls and women in Africa and the Middle East. In WIN News, we continuously report on his subject. At present, these mutilations are being exported to Europe: in France two girls died recently as a result of the mutilations and in the United Kingdom, legislation to prohibit the operations has been introduced in Parliament. In addition, it appears that the mutilations are being modernized and increasingly introduced into hospitals, as well as becoming a lucrative source of income for physicians and trained health providers—including those trained with U.S. assistance.

We regret to report that health policies of USAID continue to ignore the health problems resulting from these operations, even in the African areas where major USAID-assisted health programs operate; this failure to prevent the mutilation of children is inexcusable on the part of AID and we urge Congress to require USAID to initiate preventive health education as part and parcel of all funded and planned health programs (see recommendations below). The failure to do so results in introducing these mutilations into the modern health care sector and means that U.S. taxpayers' contributions—including the taxes of women—are used to sexually mutilate female children all over Africa, using U.S. training and tools. Women taxpayers strenuously object to this.

We urge this committee to require USAID to immediately organize preventive education in all health/family planning programs in affected areas in Africa and the Middle East—in keeping with the recommendations made in 1979 at the World Health Organization Seminar in Khartoum.

On my recent 2-month long research trip to 11 countries in East/West Africa, I investigated the health conditions of women and visited health ministries, hospitals, and midwifery schools. Detailed information country-by-country is provided in the published "Postscript" to the Hosken Report.

Vaccination and modern health improvements have reduced infant mortality; as a result, everywhere in Africa, the population growth rate is rapidly increasing; in Africa, women alone are responsible for feeding the increasing number of children (see above). It is no wonder that the per capita food production in Africa has dramatically decreased, given the population growth rate and the misapplication of development assistance by all international organizations concerned with development.

In Kenya, typically, the population growth rates are the highest in the world (more than 4 percent); because Kenya has a better developed health service and hospital system than most other African countries where maternal and infant mortality are staggeringly high. But even in the poorest West African countries, the population growth rates are increasing steadily; each woman is pushed into continuous childbearing by the male family head who has several wives and who divorces a woman for failure to bear enough children, or for using contraceptives.

Family planning organizations—as pointed out in my article, "A Crucial New Direction for International Family Planning" published in the Humanist—have failed to educate African men about their responsibilities vis-a-vis their children. African governments, in turn, fail to encourage men to practice family planning or child spacing or to face their responsibilities concerning their families.

Finally planning programs must be directed towards men and teach men sexual control and responsibility for their sexual behavior. But this is ignored by all internationally financed programs that are mostly directed toward women. In most of Africa, women are under male control where fertility is concerned and men everywhere practice polygamy—which greatly increases childbearing; women average 15–20 pregnancies.

The health conditions of women that I have observed in Africa, visiting hospital maternities and talking to midwives, are appalling; anemia is universal due to continuous childbearing and poor nutrition. Child marriage is practiced in many regions and girls start childbearing as soon as they menstruate. By the age 20, many have five or six children; their bodies depleted, they are exhausted and anemic. Yet, anemia can be easily prevented at hardly any cost.

But, childbirth is not considered a concern of health programs, which mainly deal with curative care. Childbirth education does not exist at all and prenatal care can be found only in very few city hospitals. The majority of women have no health care at all. Childbirth, according to WHO, is the greatest cause of death and disability of women of childbearing age in most of the poorest countries of Africa. Related infant mortality figures are staggering and can be correlated with the practice of FC/GM.

The maternity sections of the hospitals I visited are desperately overcrowded; almost none of them have been enlarged during the past ten years, although many thousands more women are coming to the hospitals than before. Women are allowed to stay only 2 to 4 hours after delivering. Often, they give birth on the floor for lack of beds.

In Sudan, a country that exports more cotton than any other, there are no sheets, no bandages, no cotton of any kind in the maternity section of the city hospital in Khartoum, and the same is true throughout West Africa. Yet, in Sudan, there is a $16.5 million to USAID health program that ignores these needs

of women. FC/GM (infibulation) is practiced in most of the Sudan with devastating results for women's health.

The BBC last spring showed a program on FC/GM in Sudan on TV in the United Kingdom. Though the AID program recognizes these facts, there is no indication of preventive measures. Yet, Sudan hosted the seminar sponsored by the World Health Organization in 1979 (see above). At that seminar, specific recommendations were made on the subject, including for preventive health education and training—which are ignored by USAID.

In Somalia, a $14.5 million program started implementation 3 years ago. The local coordinator in the Ministry of Health stated that they have serious problems in recruiting women in Somalia. My visit was hosted by the SWDO (Somali Women's Democratic Organization), a governmental body that is represented in the highest councils of government.

From my meetings with the SWDO, it emerged that the SWDO had never been consulted by USAID concerning this health program/recruitment of women.

In Mali, a $4 million health program that was supposed to include training for women, completely failed; the money was entirely wasted.

AID uses some contractors who are introducing training for Western curative care which can serve only a few. The needs of the majority, and the needs of women and children are largely ignored. Though working in Africa, these contractors are even now ignorant about female genital mutilation and fail to include preventive teaching in their training programs.

We recommend that USAID should find contractors who are more sympathetic to the urgent needs of women. Women's health teams are given an opportunity to work overseas, though this would be important especially in Moslem countries.

Education of women is the single, most important factor concerning the reduction of pregnancies, as my article, "A Crucial New Direction for International Family Planning" in The Humanist documents. Yet this continues to be ignored by international family planning efforts (funded by USAID), despite the fact that this correlation has been made by many studies for years and has been shown to be true all over the world.

There are many millions spent annually by USAID on health and especially family planning programs: but women's health (MCH) is still the most neglected area in actual practice, as I have observed in the field going to hospitals and talking to midwives.

Mother & Child Health (MCH) is international health programs is an afterthought and childbirth is entirely ignored. The primary health care has now become a much-talked about objective in health ministries—including training of community health workers. When one examines who is being trained, it turns out that the primary health care worker is a man. That means, in Moslem countries, that women are left out entirely as women are prevented from consulting men, certainly not for childbirth or related problems.

It is also clear that the number of midwives trained is entirely inadequate. I visited midwifery schools in most of the countries on my trip and discovered that, for instance, Upper Volta, Mali, Niger, and Sierra Leone graduate about 30–40 midwives per year, average (for a population of about 3–5 million or more).

Traditional Birth Attendant (TBA) training has been promoted, for instance by WHO, and there is much talk about it. But, I found very little evidence in the field. Most of the health trainers sent under AID training contracts are men. In African and Asian Moslem countries this is counter-productive, to say the least.

WIN News has developed childbirth education materials, the "*Universal Childbirth Picture Book*" and related teaching aids. They are now available in English, French, Spanish and in Arabic.

Sections to Prevent Excision and Infibulation are available in English, French and Arabic, and have already successfully been distributed and used. WIN urges that preventive health education and especially childbirth education be made a major part of every primary health program, especially in Africa—using the Universal Childbirth Picture Book (CBPB) as an easily adaptable tool that has already proven itself all over the world.

SUMMARY AND RECOMMENDATIONS

To sum up.—Family planning programs in Africa—all internationally-financed, mainly with money provided by USAID and voted by Congress—channeled in different ways, mainly pays white, male, professionals for services that are to date a total failure in Africa. As far as African women are concerned, they have accomplished almost nothing.

Health for women, that is, Mother & Child Health, and especially maternity care is neglected, and training of midwives and female community health workers—especially TBAs—takes place mainly on paper only or is addressed to the highest level of already trained personnel: for instance, to teach health administrators how to use computers. This, in countries in West Africa for instance, where fewer than 10 percent of the people have access to any modern health care at all.

We, therefore, urge Congress and this committee to require USAID to redirect their training programs which discriminate against women and are not address ing the real needs in Africa.

The Peace Corps.—Contact with PC Volunteers has enhanced our respect for their contributions and commitment—but not for the bureaucracy that is supposed to serve them—especially those in Washington. We would like to draw the attention of your committee to the fact that women PCVs, according to our experience, have insufficient technical support from the Peace Corps administration.

WIN News has received many letters from women PCVs asking for our publications. Though technical and educational materials are supposed to be made available to all volunteers especially those needed in the field there are almost no health educational materials for women. Women volunteers work as nurses, midwives, with women and children in villages: but according to what they write WIN News they have little support from the PC Administration: there is no list of health materials though many such resources are available in the USA. Though we have written repeatedly to the PC Administration all letters and offers have been ignored. We urge that this discrimination against Women PCVs should be investigated: the PC Resources list shows there are plenty of resources available to male volunteers for their work.

We urge this committee to require USAID to re-evaluate their health programs in the light of the above facts and to reorient the priorities of all health programs to better serve women and children:

(1) Mother & Child Health should be the priority in every primary health program;

(2) Health Education and Preventive Health should be integrated in every program addressed to the target groups in each community: women and children;

(3) Training of midwives and childbirth educators and female nurses should be given priority in all training programs;

(4) Training of TBAs should be made an integral part and major component of every primary health program funded by AID, including updating and retraining (example training program of Omdurman midwifery school). The trainers and training advisers for midwifery and TBA training should be exclusively women;

(5) Health education programs to prevent FC/GM to be required as an integral part of all health training and primary health programs in affected areas in East/West Africa, as well as in all AID-financed family planning programs;

(6) Initiate childbirth education programs, linked to all family planning programs, especially in Africa, implemented by women's health/midwifery teams;

(7) Consult women/women's organizations and include women from each country in the planning of the program, particularly where health training is involved;

(8) Increase the number of women professionals on the planning and implementation teams of AID, and include women health professionals on all contract teams;

(9) Introduce the Universal CBPB educational materials and/or local adaptions of the CBPB in all MCH programs and family planning programs to teach the basic reproductive and biological facts which must be understood in order to successfully and permanently reduce population growth to levels compatible with economic development.

THE POLITICS OF THE 1985 UNITED NATIONS CONFERENCE

The 1985 Women's U.N. Conference to be held in Nairobi is again in danger of being politicized as the 1975 and 1980 Conferences were. In 1980, as a result, the United States voted against the Conference and the funds that were promised by the U.S. Government for women's programs were withheld.

In my testimony in 1981, this issue was discussed after the fact. Experience shows that preventive measures should be taken now prior to the Conference (as has been done with other conferences when it was clearly announced ahead of time that the United States would not take part in any funding if offensive language is introduced into the Conference documents. The usual language introduced at such occasions equates Zionism with racism).

The Administration has taken a firm stand at the United Nations on many issues. It is important that a similar firm stand be announced ahead of time for the 1985 Conference to serve notice that the objectives to develop policies on Women's Development should not be subverted.

At Copenhagen, instead of developing international policies for the benefit of women, most of the time was spent on wrangling about the introduction of political language unacceptable to Western countries and specifically the USA. In addition, the women in developing countries were forced to pay for the subversion for the Conference as funding for women's programs was drastically reduced or cut by Western countries, including the USA.

It would be especially important if the delegation representing the USA would make it known from the start, and collaborate in this with other Western democracies, that they will vote against a Conference plan that contains offensive language; and to build support from the beginning of the Conference to keep the deliberations on the subject matter, that is, Women and Development.

We urge this Committee to instruct the Administration accordingly.

Also by Fran Hosken, 187 Grant Street, Lexington, Mass. 02173:

"Postscript" to the "*Hosken reports genital and sexual mutilation of females*," the summary report of my research trip to 11 countries in East/West Africa in February/March 1983; and

"A Crucial New Direction for International Family Planning", published in the January/February 1984 issue of "*The Humanist*."

"The *Universal Childbirth Picture Book*," plus color slide program, flip chart, and evaluation report.

ANNETTE HUTCHINS, DIRECTOR, WOMEN AND AFRICAN DEVELOPMENT PROGRAM, THE AFRICAN-AMERICAN INSTITUTE, NEW YORK, NY

"WOMEN AND DEVELOPMENT IN AFRICA"

Upon reviewing the issues deeply affecting African women and development, one must understand the linkages between problems relating to health, economic development, education and the legal status of women.

The mental and physical stress experienced by women in Africa is generally caused by problems related to human reproduction and income generation: childbearing at a young age; large families; responsibilities for subsistence agriculture, often wage earning as well; and responsibility for maternal and child care. Coupled with lower educational levels, de facto discrimination in hiring practices, and national development policies which tend to exclude women from wage earning, women in Africa are under increasing mental stress, which is evidenced by increased levels of suicides and infanticide.

In Zimbabwe, women make up 30 percent of the general labor force. In the agricultural sector, 66 percent of the labor force are women. Although 51 percent of the total population is female, only 6.8 percent of women are in non-agricultural wage employment. Those who work outside the agricultural sector are found predominantly in health and education fields.

The Ministry of Community Development and Women's Affairs cited the following constraints to women's participation in employment in its "Report on the Situation of Women in Zimbabwe": lack of education, limited promotion opportunities, poor enforcement of legislation on equal pay for equal work, and high taxation coupled with wages. They noted the issues needing immediate attention as: (1) lightening the burden of work through child care services in a national pre-school program and appropriate technology, (2) extending credit to women to expand production or business, (3) increasing women's participation in agriculture extension programs, (4) examining women and land rights issues, (5) studying male migration and its effect on family unification, and (6) need for valuation of women's work.

The unemployed urban housewife, unable even to produce food for the family, needs to be incorporated into the formal or informal sector. She is constrained

by lack of markets, transportation, skills, and credit. In a survey of urban and rural women in Zimbabwe, urban women listed health as their second greatest priority after education. Rural women listed it third after education and economics. Major priorities for health programs are finding adequate facilities, and improving the quality of the women and child care programs. The survey pointed to the need for mobile clinics, systematic health programs, education and "decolonization of food culture," with the promotion of balanced diets available to the majority.

A large number of teenage mothers in Zimbabwe are ex-combatants with children born during the war. They are, of necessity, early school leavers without skills for wage earning, living largely in refugee camps close to urban areas. With independence, the numbers of ex-combatants and refugees returning to Zimbabwe converged upon camps near urban areas. Many of these young mothers are household heads, with no means of income and without the family support and social services of the traditional village structure.

Many statistics on Kenyan women mirror those of Zimbabwe. Ninety percent of the rural population are women. Women represent 75 percent of the agricultural work force. Approximately 25 percent of all rural households in Kenya are headed by women. A majority of all women are married with at least one child by the age of 24. With a fertility rate of 7.6, human reproduction and primary health care are the major health areas for Kenyan women.

Ninety percent of women in the rural small farm population have no formal employment apart from operating their own holdings, with their only source of income coming from the occasional selling of crops, animals, processed food and drink, and handicrafts. The urban women theoretically have greater access to wage employment, but as in Zimbabwe, educational and family restraints limit their access.

In both countries repeated pregnancies at young ages and overwork lead to chronic anemia and related illnesses in women. This is exacerbated by limited access to adequate medical facilities. In Kenya, as of 1977, there were 6,300 registered midwives for the entire country, with most births taking place at home. As of 1978, there were 191 health centers, or one per 72,000 people. The Rural Health Master Plan developed in the 1974–1978 Plan for Kenya had a target goal for reducing the growth rate from 3.3 percent in 1974 to 3.0 percent—a target not achieved. The 1980 growth rate was 3.5 percent. The current plan emphasizes the education of families on the benefits of family planning to improve the standard of living and reduce the consequences of a high birth rate on the health of women and children.

In September 1983, the Women and African Development Program of the African American Institute, sponsored a conference in cooperation with the Johnson Foundation at the Wingspread Conference Center in Racine, Wisconsin. The Conference was entitled "The Role of African Women in their National Economies." The legal status of the African woman was a major topic of discussion. Supreme Court Justice Annie Tiagge of Ghana spoke of the vast differences in customary laws and practices which affect the economic status of women in different parts of Africa. She described the situation in Ghana:

"Under customary law, it is considered the domestic responsibility of the wife to assist the husband on his farm or any other occupation he undertakes. Th' assistance does not make her the joint owner of any property acquired from the proceeds. This is the individual property of the husband, and he decides what share of the proceeds go to the wife, if any. On the death, intestate, of a husband who belongs to the matrilineal family system, his property devolves to his matrilineal family. His wife and children are excluded, but are entitled to live in the house of the deceased only on condition that they are of good behavior. The successor of the deceased may throw them out if he is not satisfied that they are of good behavior."

To improve the legal status of African women, those at the Conference felt that the following legal codes must be revised: property rights, legal age of majority, taxation, inheritance laws, child custody, marriage and divorce laws, legalized battery of women and the analysis and administration of legal resources related to women.

An integrated approach to problem solving is needed to deal effectively with the difficulties women face. African women and their advocates must gain access to centers of influence that are analyzing, planning and implementing solutions to development problems. A focus on rural communities and the specific needs of rural women is essential. Data gathering techniques need to be improved. In

the area of education, women and girls must be encouraged to study math, sciences and technical fields. Social legislation that constructively moves African women ahead is a must. Expanded opportunities for urban and rural women leaders must be provided as they seek solutions. African women must be placed in closer contact with their American counterparts working on similiar issues. Often, the day to day experiences of these women's groups and community organizations have much to offer.

A new approach that may be shunned by many is the inclusion of men in the analysis and solutions related to African women and development. It is only through the education of both men and women that the status of African women can be improved.

MILDRED ROBBINS LEET, CO-DIRECTOR, TRICKLE UP PROGRAM, INC., NEW YORK, NY

In the book "Woman's Role in Economic Development" in 1970, Ester Bosserup underscored what women working in the field knew: Development was hobbling women; and development was being hobbled by the non-inclusion of women in national development programs.

From the late fifties when I was associated with the National Council of Women of the USA as its president, and later as vice president of the International Council of Women, I met and got to know women from over 70 countries. One heard of women's double burden; of the lack of access to education, training and technology; of the negative impact of science and technology; of the growing number of woman-headed households.

At the United Nations, a convention for the elimination of all forms of discrimination against women was being constructed; and the United States was the powerful force behind the initiative for the international women's decade. The Percy amendment was a ray of hope, and the implementation of the amendment, beginning as it did 1 year before the beginning of International Women's Year, was really ahead of the times.

We are now in the third development decade, and it seems that in many countries the poor are getting poorer—and the poorest of the poor are women.

The Percy amendment is 10 years old. It has helped considerably to raise the consciousness of people to women as a productive part of the work force. After the legislation came the implementation, and that is what AID has been trying to do these 10 years. It is not an easy task to bring into focus a part of the population that was invisible, that was outside the GNP. Things are getting better—but not that fast. To quote from the 1982 Women in Development Report to this committee: "A gap does indeed exist between planned and actual obligations." The amount of money allocated from the AID budget in 1981–1982 for women in development was 4 percent of the total AID budget. Although this is an increase from 2 percent in 1979 and 1980, this is most inadequate.

The percentages of 1981 and 82 resources devoted to women—specific projects is less than 0.01—$3.2 million; the largest percentage, $29.7 million, was directed to integrating women in development components into regular projects. It is admirable to have as a goal the integration of women as equal partners in the development process. However, the implementation of this goal must be carried out on two levels: women—specific in the short term, and integration approaches in the long term. A real fear is that in the integration phase, women will be phased out.

Micro-projects should be seen as pilot projects. They can be multiplied and replicated exponentially. Women, as well as men, can cope with exponential growth. One of the needs for the future is a sizable increase in funds. That is to say positive fiscal action to match the positive AID guidelines for country development strategy statements.

Recognizing the need for, and value of new approaches, one can look at the use of funds for the creation of the Inter-American Development Foundation, and now the African Development Foundation. Why not a women's development foundation? Surely it would help speed up the process of increasing economic productivity and the income earning capacity of women.

It is impressive to read the country guidelines related to the integration of women that have been issued to missions, for it is in the field that these directives must be implemented. Very often how they are carried out is dependent upon the chief of mission, its members, and their perception of women in development.

Last year, Glen Leet and I were in country X on a Trickle Up field trip, meeting with the Acting AID Director and some members of his staff. They were looking forward to instituting a new method of allocating AID funds in the country and were setting up a national committee to confer on the distribution of funds. Innocently, I asked how many women were on this 10-person committee. They said none—really they had tried—they had spent 3 hours discussing it—which was admirable—but they could not find one qualified woman who was not political. Of course, the obvious rejoinder was, "were any of the men appointed non-political?"

What this incident does point out is that the consciousness has been raised; that perhaps the next time they will feel more comfortable having one woman—or two—or even three on the committee. In this country X, there was a competent WID officer, but she had not been consulted.

Though many research studies have been made, there are always requests for more. Can they in any way be seen as delaying tactics? Who reads the studies? How many Mission people have read the excellent studies compiled by WID? And then who translates the findings into action? The need now is more effective distribution and understanding of the findings.

It is good to learn that AID field people are attending workshops based on case studies of particular concern to women, namely agriculture, income generation, irrigation, and small enterprise development. This particular course is being conducted at Harvard and to date 100 AID people have participated. It is unfortunate that it has taken 10 years to implement this, but it is encouraging that this kind of learning approach is being instituted, and hopefully, will be expanded.

At international conferences, resolutions are still being passed urging governments to include women on delegations. For example, at the U.N. Conference on Science and Technology for Development held in Vienna, to which I was a U.S. delegate, such a resolution was passed. Five years later, there are two women out of 28 members on the Advisory Committee on Science and Technology for Development and very few women delegates to the Intergovernmental Conference on Science and Technology.

At each succeeding meeting, this specific resolution and the issues it raised become dimmer. This year, the item on women, science and technology was not even included in the agenda.

When an ad hoc panel of experts on women, science and technology was finally authorized, there was no allocation for funds. Fortunately the American Association for the Advancement of Science came to the rescue and covered the costs.

And of course, at the United Nations and within its member agencies, the need for women to be adequately represented at all levels of policy making is most apparent. One learns that perseverance and patience are imperatives.

We all have read the reports of rural women's limited access to technology and training. It is also known that when women from developing countries are given scholarships at our land grant institutions for extension services, they are offered programs on home economics; the men are offered the courses on agriculture. Offering the courses on agriculture to women as well as men would be one way of making available to rural women extension services, methods, and materials relevant to their needs.

Working in the field, I have found local organizations most effective as a means of reaching the poor majority; and international voluntary organizations effective as a means to reach the local voluntary organizations.

Women's bureaus established as a result of international resolutions are the means for governments to say they are aware and doing something about the concerns of women.

However, many times these bureaus have three strikes against them—no power, no money, no experience. WID/AID should be increasingly supportive of the women's bureaus as well as of international and local organizations.

In the last 5 years I have had a unique opportunity to observe the problems of women in development and to see the changes in AID policy with respect to this problem. The agency I work with, the Trickle Up Program, encourages the poorest of the poor—principally women—to overcome poverty by becoming entrepreneurs, doing the things they know how to do, the breadmakers become bakers; the women who sew for the family now produce garments for profit; and the women with home gardens are now meeting the needs of local markets.

Third World people are changing. Third World women are changing. Fortunately, AID is changing too. The directive to country missions sent by AID

to country directors in November 1983, calls upon them to encourage governments to include in their development strategies an emphasis on women's roles in development.

One directive doesn't change the world, but it does change the direction of development strategy, and for the missions, it illustrates ways in which they can fulfill the intent of the Percy amendment.

Development without women just will not work. Women who are to be involved in production and marketing activities must be involved in planning those activities. This intimate participation can make the difference.

From these past 10 years, we see a hopeful beginning in the change of attitudes toward women's roles in society, and see that with perseverance and time, both men and women will be recognized as agents of change for a better world.

What we are seeking will not take one decade, but many decades. And it will take serious searching, and resolution in the minds and hearts of men and women.

P. Howard Massey, Jr., Associate Dean, College of Agriculture and Life Sciences, Virginia Polytechnic Institute and State University, Blacksburg, VA

Most land grant universities have three basic missions: research, extension and teaching. Traditionally, the curriculum has emphasized agriculture, nutrition, rural development, as well as the mechanical arts, and that emphasis continues today. Therefore, with this emphasis, many of these universities provide technical assistance to developing countries. Most land grant universities involved with work in the Third World have women in development (WID) program, generally speaking either an office of women in development or a committee. At Virginia Polytechnic Institute and State University we have an Office of Women in Development with a full-time director housed in International Agriculture. I would like to share with you briefly how we have integrated the women in development approach into the three missions of the university, teaching, research and extension.

Teaching.—The WID Office has a course offered in sociology each spring on development and women. The office has developed training modules under the sponsorship of the Agency for International Development to train agriculturalists before going overseas on technical assistance projects, to use in courses such as political science, international relations, agriculture and home economics and for faculty development seminars. These modules deal with the impact of gender on food production and economics in the third world. The office also offers a 6-week course on management for women from the development world who come to campus under the auspices of USDA. The office staff often gives frequent lectures both on campus and in the community on WID issues.

Research.—The university's second mission is research. One primary research project at Virginia Tech emphasized the role and status of women on limited resource farms in Southwest Virginia—an area in Appalachia with some similar conditions to small family farms in developing countries. The Virginia research found that women were often invisible to agricultural extension workers. Two agricultural technicians in the study area had focused on agricultural production with the male members of the farm. After the research, it was recommended another technician be added to focus on the total farm and especially the women and to work as a member of the team with the agriculture technicians. One of the main reasons for this recommendation was to raise the understanding of the woman's farm role to the proper level. This positive experience has been shared nationally and internationally and is one research result of the women in development efforts begun by Senator Percy.

Extension.—The last example of how we incorporate the WID approach into the third mission of the university, extension, involves technical assistance overseas. We have many international projects and all of them are designed to be sensitive to WID issues and concerns. For example, we have a project with the Nepal Government dealing with natural resource conservation. Virginia Tech has sent both a female graduate student and a female anthropologist on the faculty as consultants to Nepal to assess how best to include village women in the decisionmaking process in implementing the project. The recommendations made by the consultants have been widely used and are now a part of the total criteria by which to judge the success of the project.

Although these examples are from Virginia Tech, they are representative of the kinds of work done with the women in development perspective at land grant universities across the country.

In summary then, we have found the women in development approach to be action-oriented. It is an approach that attempts to achieve equity for women without the cultural imposition of United States values on the global community. It does so by recognizing that not to include women in development, whether it be in domestic or international projects, is a serious oversight and economically inefficient. There is no doubt that the women in development efforts have strengthened the United States foreign assistance work in the developing countries. The future direction, I am convinced, must see the women in development efforts totally integrated into all aspects of the United States foreign assistance process. The activities of men and women, and the differential access to and control of resources by men and women needs to be delineated in the design and implementation of all projects. Women must, also, be trained and encouraged to be a part of the decision and policy making bodies within international development agencies, including AID. They must not only be beneficiaries of development but agents of change as well.

LINDA MATTHEWS, AFRITEC, INC., WASHINGTON, DC

"WOMEN IN DEVELOPMENT: THE MOTHERHOOD FACTOR"

There has been a great deal accomplished over the past 10 years in ensuring that women are included in the development process by Third World countries and donor agencies alike. Many of the most blatant discrimination have been erased, and the more oblique activities excluding women have been exposed to the sunlight. Senator Percy's legislation and untiring efforts in this area have been primarily responsible for the changes in U.S. development assistance projects, and the Senator and his staff are owed a great deal of thanks for their accomplishments.

Over the past decade my work in African affairs has sometimes collided with my responsibilities as a mother. The two spheres have circled each other in an uneasy alliance, each making demands upon the other. But they have made me acutely aware of the responsibilities that parents—and here we are speaking of mothers—shoulder on behalf of society at large. The saying is: "Educate a mother, educate a family." It is the mother who to a very large degree is singularly responsible for transmitting all of civilization's skills and knowledge to the next generation.

Western development aid has been cavalier about creating a well-educated, well-financed upper class to run the nations of the Third World. We spend millions of dollars to send bright young men and women (particularly men) overseas for training at the best universities the world can offer. They return home with advanced degress in economics, engineering, politics, and other subjects to govern their nations. They will also pass down much of their knowledge to their children and their governments. But can these countries look only to the children of these new elite for their coming needs? Can the public school systems adequately address all the needs of youngsters growing up in rural areas and facing a modern world?

It concerns me that while encouraging Third World women to claim their rights in the marketplace and under the law, we have not been so active in providing support for perhaps their most vital role of all—the nurturer. In this age of computer chips and space labs we Western women yearn to be out on the forefront of business, taking our place beside men on the frontier of science. Many women are forced by simple economics to relegate their child-rearing to second place behind work for pay. And in a technologically sophisticated society many of us successfully juggle nurturing our children and our careers.

But in many countries, in Africa particularly, the importance of women in the village is increased exponentially by the forced migration of their men to distant work sites, to foreign mines, or to the cities. This leaves the women to manage the homestead: raising the crops, preparing food, finding water if necessary, and repairing the home and the tools. The great majority of agriculture in Africa is done by women. How many of these women are adequately prepared for such monumental responsibilities?

On top of this work load, are they also equipped to teach their children proper hygiene, nutrition, how to go to the post office, use the telephone? Several genera-

tions of American women attended women's colleges where they were taught home economics. They attended classes on how to plan meals, take care of the baby, manage the household finances, etc. Today this concept seems hopelessly simpleminded and out-of-date; it was also a concept used successfully to hinder many women's professional aspirations outside of the home. But one must admit it produced some of the healthiest, best-educated families in the world as well. Few other countries can claim the great middle class strata which Americans take for granted, and which contributes so much to the stability of the democratic process in this country. One must credit the parents who provided their children with skills, who read to them at night, who paid for piano lessons, and on and on, with creating the nation's educated populace.

I would urge both private and public sector development agencies working in the Third World to encompass that concept in their efforts. It is important that women be included in all other aspects of their nation's activities, and development projects which increase income-producing activities for village women are to be supported, as are programs in business management and other professional arenas. But let us not neglect the one role which cannot be duplicated by child care centers, increased income, or any other factor—motherhood. I can't think of a better investment of U.S. development funds than in supporting the daily tasks which mothers face in raising the next generation. From them will come the future of the world.

(Linda Matthews is a partner in The Matthews Associates, and is on the board of directors of Afritec, Inc. She was formerly Administrative Director of the African Bibliographic Center, and was series editor for AMA: Women in African & American Worlds—An Outlook.)

CAROLINE RAMSAY, IN OUR OWN WAY, WASHINGTON, DC

"CRAFTS AND WOMEN IN DEVELOPMENT: A MEANS TO FINANCIAL FREEDOM"

Introduction

Crafts are a natural means for women in development. Millions of women work in crafts. Crafts build on easily learned skills, use low-cost indigenous materials, return income, and, thus, are cash producing.

For crafts to be considered seriously and so to have a better chance at funding, training and technical assistance, and, most of all, dependable markets, they should not be discussed in the traditional sense. An article, "Women and Handcrafts: Myth and Reality" (Seeds, Number 4, 1981), asserts that crafts are a means of concentrating women in an area that is labor intensive and exploitative, providing a meager income for long hours of work.

While these assumptions are grounded in reality, conditions can be improved only if governments and private planning institutions will include crafts as central, not marginal, development strategies. They should be considered an integral part of national economic development programs. If craft development programs are viewed as expanding employment they can be upgraded as a significant part of an overall regional or country plan—as an economic development tool.

Problems

In general, craft producers from developing countries and, to some extent, from the "Third World" parts of the United States are untrained in modern management and business techniques. They are undercapitalized, cut off from market information, and operate under precarious, marginal, and insecure conditions. Because of this mix, they are at the mercy of the market and its intermediaries.

Lack of capital.—There is little or no investment in women's programs. Often lending institutions refuse to make loans unless husbands co-sign notes. In many Third World countries crafts cooperatives have to be registered in the husband's name or be part of a larger group owned by men. Further, there is little in the system which protects the woman entrepreneur.

Lack of Organizational Structure.—Too often, artisans work in isolated pockets or very small groups, thus depriving themselves of an organization that can pool resources and talents, buy collectively, and evolve enough clout to bargain and market effectively. Many merchants wishing to buy crafts find exploring a market so full of scattered efforts to be costly.

Lack of Managerial and Business Skills.—Generally, artisans need skills in money management; organizational structures such as cooperatives, partnerships, etc.; decisionmaking; bookkeeping, accounting, and general recordkeeping; and sound business practices which make for reliability and hence marketability.

High Production Costs.—Considerable mark-up is needed to offset expenses of labor intensive handcrafted items. It is the time involved far more than the overhead or materials that make it difficult to strike a balance between a fair price to the producers and reasonable to the market.

Sex Roles and Discrimination in Craft Production.—Traditionally men make the more lucrative crafts such as jewelry, metal work, glass, and enamel works while women practice crafts associated with their lives—stitchery, weaving, macrame, and knitting.

Solutions

Organizing.—Artisans must determine if there are enough of them to justify an organization; figure out the need for training; try to determine if there are experts or groups in the area to provide training and technical assistance; if there is sufficient capital for start-up and operational expenses; if there is a facility that can be leased for a retail outlet (and for storage); and if there is an indigenous person who can be trained to become a competent manager. Other issues which need attention: inventory needed, an idea of the time needed to make the group self-sufficient; and what types of production equipment and facilities are needed.

Initially, outside technical staff is needed to train women to organize into cooperatives, associations, or other types of production units. This process must be careful and thorough so that the women can be on their own when the experts leave.

Whenever culturally possible men should be brought into this process to discuss the role of women. It is important to point out the income generating skills which women have and which they can acquire—making traditionally male crafts. The economic benefits should be stressed as an antidote to traditional attitudes.

Training.—Craft efforts need to be linked to existing institutions and experts—law and accounting firms, local guilds of and individual designers, businessmen, and those experienced in community development. These resources can help them in training and marketing and can help safeguard against failure caused by inadequate production capacity and poor design.

Women must be trained in expert managerial assistance to increase their capacity for autonomous decisionmaking, organizational knowledge, and a good understanding and knowledge of the market—again, so they may run their organization themselves.

Training programs with skilled artisans as instructors can help women build on their skills, improve and develop their products, and learn what has real market value. This training should be done so that the trainee can, in turn, train others.

Training and technical assistance should ensure high quality control, flexibility, efficient production techniques, sound business management, and a view to eventual autonomy.

Feasibility study.—This will examine current crafts production, materials available, and the following key factors:

How many women are available for training and production?

How much time can be spent on crafts production?

Type and proficiency of skills.

Raw materials and technology available.

Whether or not a market exists, the key question. Do the producers sell their crafts? What are the market prices for similar items? What products are demanded but not supplied? Is the market just local and/or regional, national, international?

Marketing plan.—Any product should be test marketed locally. Initially this can be done on a pilot basis, using voluntary organizations. These can help producers set up an exhibit, which will give some indication, and branch out into bazaars, fairs, and small outlets. Since local markets are near and present little transportation problems it is easy to determine consumer preferences, the kind and degree of production needed, and the importance of quality.

It is important to remember to start small and gradually build a sound structure.

Artisans should have help in learning about markets—local, regional, national, and especially, international. Their products must have a competitive edge—a distinctive feature which sets the craft apart. There is no point in producing items markedly similar to those of other countries unless they are much better made or have a special, unique feature. A glut of one product will drive prices down. A competitive edge can mean not just design but high quality, good service, and reliability. A craft group should establish standards that create buyer confidence and promote markets.

The World Crafts Council asserts that nothing happens unless export agents visit artisans and evaluate output. While this is not feasible in many cases it is also fraught with possibilities for exploitation. It is and has been the role of voluntary agencies, particularly Alternative Marketing Organizations (AMOs), to help groups improve communications between the markets and the producers. The maligned export agents, when available, can provide helpful advice but should be discouraged from making deals with the producers. Thus an ideal mix would be those of the development and commercial world in a coordinated, mutually beneficial effort.

Every group should wind up with a member who is trained to assess market demands and trends so that outside expertise is not needed later on.

Product development and quality control.—There must be a balance achieved between sufficient quantity and quality. Never should quality be sacrificed to quantity. Artisans should not enter markets which require enormous production. To insure quality crafts, it is desirable to secure the help of a designer, an outside expert who can work with local artists in product adaptation. This can be done without sacrificing folk art tradition. For example, East Indian silk scarves exported to the United States are dyed in subtle, not the traditional bright colors.

Second, to insure quality and sufficient production, some product adaptation will be needed to limit the long hours involved in production. For example, embroidery can be used to accent or border a bedspread since the costs of labor and materials of a bedspread embroidered in its entirety is impossible to price and can never provide a fair return to its makers. Basket weavers, to cite another example, can use their weaving skills and indigenous designs in more easily, quickly made, highly marketable coasters, planters, placements, runners and the like.

Training in new skills is another option. This, again, raises the question of enabling women to make crafts traditionally made by men.

Financial support.—Sufficient capital is crucial to insure the initial development and the eventual success of a crafts enterprise. Government and voluntary agencies can channel assistance to organized groups. Officially registered organizations can receive and disburse loans on a flexible basis. Well organized, professionally run organizations have a better chance at funds than others.

Organizational, managerial, and business skills.—Key to the success of any group is a competent manager. She must be sufficiently skilled in business to plan and direct activities; hire and train employees; handle bookkeeping, cash flow projections, and accounts; and, most important, be able to draw up a business plan with a carefully considered budget.

The budget is basically a profit and loss statement to help plan sales, inventory, and control expenses and profits for the year. Accurate cash records and procedures are essential.

Although initially these complex tasks will be done by an outside expert a manager should be carefully trained to do this in the future. She will be the lynchpin of the business and its success or failure.

Other important considerations: purchasing and storing of new materials—warehousing; inventory (units and price for each item); labeling; answering all letters and orders promptly; packaging carefully; securing a reliable shipper; attaching the correct and appropriate export documents; knowing about export licenses, terms, tariffs, and procedures.

Coordination with other organizations who are experienced in these matters is a good way of "bootlegging" technical assistance and, comparatively, costs little.

Distribution methods

1. *Retailing.*—Selling directly means a higher profit margin. However, the additional overhead involved ties up more money and moves fewer products. Wholesaling relieves producers of some of the work but each additional step between producers and customers cuts into their profits.

2. *Middlemen.*—

a. *Wholesalers.*—Be prepared for high volume, multiple production. Base costs on current market prices and know these. Wholesalers purchase large quantities of merchandise at discounted prices. They store and sell material through gift and trade shows, to outlets ranging from chains to independent department stores to all other forms of retail outlets. Often wholesalers have mail order catalogs which producers can try to get in.

b. *Manufacturer's Representatives.*—These "reps" are agents for clients with similar but non-competing lines. The producers are still responsible for shipping, billing, and collecting. The profit margin is higher with a wholesaler but the selling risk is less with a manufacturer's rep.

c. *Commission merchant.*—This can be a store or an individual who sells goods on consignment for a commission. It is important to find the most appropriate store and make sure that provision is made for good display and promotion which gives good exposure in the market. The disadvantage is that this process ties up money and often the goods are returned, often the worse for wear.

The markets

The World Crafts Council estimates that there are over 600 importers of foreign crafts in the United States alone. These include large chain stores in addition to 35,000 retailers, often supplied by the importer. 75–80 percent of craft sales in the United States are by individual retail shops, 20–25 percent by chain and department stores.

Obviously U.S. firms can market far more crafts than they can obtain but are constrained by the enormous effort involved in collecting them from Third World countries, because quite often the crafts production is in remote, scattered areas and there is no central distribution point which should be located, ideally, near capital cities and/or ports. A well organized marketing effort will develop centrally located warehouses and distribution points. In helping the buyers, artisans increase their own markets and sales.

Export markets require high, steady, and informed production by crafts makers conversant with trends and export requirements and terminology. The more informed the producers are, the less the likelihood of exploitation.

In selecting markets, producers should realize that commercial markets will want to import in large volumes. Most have comprehensive sales networks, maintain wholesale showrooms in major cities, have sales representatives who cover defined territories, show samples, and take orders from retailers. Most large retailers of this type participate in all the gift and trade shows and have mail order catalogs.

The main types of markets range widely as follows:

Alternative marketing organizations (AMOs).—These are and work with private voluntary organizations in exhibiting and selling crafts through their own outlets, resale stores, bazzaars, Tupperware-type parties, and mail catalogs. They sell both to profit and non-profit groups. Known as "compassionate importers" they account for two percent of craft sales. They take what products are available in small quantities. Their mark-up is lower than commercial enterprises. Examples: SERRV (Church of the Brethren), SELPHELP Crafts (the Mennonites), Save the Children, and Oxfam.

Collectors.—These are individuals who have started collecting a particular type of craft or crafts and folk art in general. Perhaps the most famous is Alexander Girard, in New Mexico, whose collection of 12,000 folk art objects from all over the world, comprises the Girard Wing at the Museum of International Folk Art in Santa Fe. Collectors like one of a kind, unadapted, authentic pieces and are willing to pay for good value. They are seasoned and astute buyers who go direct to the source.

Anthropologists.—These people are usually attached to a university so the craft may end up in the Anthropology Department of a university. Like collectors, anthropologists purchase from a group they have studied. They are sympathetic but savvy buyers and can mark up a great deal since their lectures and legends surrounding the objects they purchase automatically raise the value in the eye of the public.

Museum shops and galleries.—These are excellent since they furnish a select clientele which is interested in unusual products. They tend to gravitate to handmade items. An example of this is the array of museum shops coordinated by the Smithsonian Institution in Washington.

Boutiques, galleries, gift shops.—These will want a variety of items and usually a higher volume than museum shops. But there are so many that it is hard to

describe their demands in any uniform way. Specialty and ethnic shops are good bets. Examples: Primitive Artisan, Crafts Caravan, Folklorica, and Ramona Enterprises (in the Washington area).

American Society of Interior Designers (ASID).—This has a publication that features a "New Products" column. However, this will create a large demand. ASID has state offices and newsletters for which articles can be written. They also have information on the design centers in each state. These contain many showrooms full of wares. The interior designers go to these regularly. Hence they are a good place to exhibit crafts. This may require high production capacity but, also, sometimes only one or two designers pick up on an item.

American Institute of Architects.—This is a forum for all sorts of information and events of interest to architects. Architectural commissions have featured crafts—usually large, structural, one of a kind objects that enhance the buildings the architects design. These can vary from a stone obelisk to a huge straw basket to an embroidered wall hanging.

Corporate offices and public buildings (banks, etc.).—Corporate offices and public buildings like to accent their interiors with fine art but, increasingly with crafts. The Art in Public Places Program is a variation on this whereby a state or county government is given one percent to purchase and display it in a very public place. These do not demand high production and are excellent markets since they pay well. The competition is incredible, however.

Craft Fairs.—Craft fairs abound and it is important to know the good ones. They are usually juried, require several slides of each object, have official applications, and require six months of lead time. Most are for U.S. crafts and thus this is more pertinent to Women in Development in this country. However, there are international craft conferences and exhibits—notably those meetings of the World Crafts Council, the Organization of American States, and other international bodies where crafts of many lands are exhibited and sold. In the U.S. American Craft Enterprise Inc., the marketing arm of the American Crafts Council, puts on the five most high quality fairs. Listings of fairs can be obtained from Crafts Report, American Craft, Quality Craft Market, and other publications listed in the appendices.

Gift and Trade Shows.—These are put on twice a year, usually in January and July. They are designed for wholesalers to exhibit their products. Retailers buy from the wholesalers. Rarely more than 25 percent of the merchandise are crafts, many of these from Third World countries. Gift shows are listed in Gift and Decorative Accessories, Giftware Business, and Home Furnishings Daily. These shows occur in major cities across the country. One of the biggest is the California Gift Show, sponsored by Trade Shows Ltd., 905 Mission Street, South Pasadena, California 91030, 714–682–3661. Another is the New York Gift Show, sponsored by Little Brothers Management, 261 Madison Avenue, New York, New York 10016, 212–986–8000 (Don Little). Yet another group, Industry Productions of America, known as Beckman's, 10992 Ashton Avenue, Los Angeles, California 90024, 213–0479–7055 (Tracy Beckman), puts on trade shows with a high percentage of space devoted to crafts. Finally, there are permanent giftware shows where Jobbers, deals, distributors, and wholesalers have a year round market. There is the Merchandise Mart in Chicago and ones in New York City at 41 Madison Avenue and 225 Fifth Avenue.

Department Stores.—Department stores require high production, often demand discounts, and pay late. Few show crafts on a continuing basis but rather feature them in large promotions focusing on one country, region, or population. At every store there is an individual whose main job is to find unusual ideas, which could mean unusual crafts, and ride herd on the promotions. Examples are Bloomingdale's "O Kentucky!" and Nordstrom's "Salute to Thailand" exhibits.

The crafts in these promotions come in packages—a range of types of a given country or region—and are carried until they run out. Many stores have done promotions and some, such as Garfinckel's in Washington, carried popular patchwork items for over a year. The crafts cooperative making these products was sophisticated and priced their products high since they were all handmade. Consequently they could meet the demand—and made sure of this before they ever entered Garfinckel's. Department stores want details on past track records, insurance, packaging, shipping, production capacity and production schedules, pricing schedules, and evidence and assurance of high quality and consistent, reliable production. Department store contacts are listed in a special issue of Quality Crafts Market.

Chains, such as J. C. Penney, require even higher production capacity. Penney often features ethnic crafts and do promotions frequently. For more information

their agents should be contacted: Joan and Roman Fyk, Briarcliffe Studios, 335 South Rockfield Drive, Wilmington, Delaware 19810, 302-762-2900.

Buying offices.—Beside department store buyers, there are resident buyers or market representatives who work from centrally located offices, usually in New York or California, covering the market for the stores which they represent. Their major function is to keep on top of sales trends, keep in touch with regular resources, and discover new sources of unusual items which they feel the many stores they represent could sell well. Buying offices are for (1) Independently owned stores which have branches in the suburbs and other cities, (2) Stores which are part of a much larger company which includes other department store chains, and (3) private businesses that act as consultants for stores which contract to use their services. These offices maintain large staffs of either buyers or market representatives. The buyers place the orders. The market reps send reports to buyers across the country when they think an item will sell. By sending one presentation of a craft artisans can contact hundreds of department stores. This means enormously high production capacity.

Mail order catalogs.—These are costly to compile and print and they require a large production capacity to fill orders. Many craft groups have "piggybacked" onto established catalogs such as the Horchow Catalog. But one picture of one item must be backed up with a lot of stock.

Conclusion

Crafts can be ideal as an economic development activity. They provide a point of entry for women into the economy, building on their existing skills. Crafts, properly managed, can yield a high return on income and increase a country's or a region's output of processed goods that return hard currency. Since crafts are often a supplement to agriculture in rural areas they can comprise an employment strategy, helping the un and the underemployed. Properly run, along some lines suggested in this paper, crafts enterprices can be small industries which can contribute to the status of women as professionals and significant income producers.

To recapitulate: crafts must be part of an economic development plan. Women need to organize themselves into groups and, hopefully, in this community development process, convince the men that they can help the economy and the tradeoffs for practicing "male" crafts will mean income generation for the community. A fairly inexpensive feasibility study can pave the way in determining resources and markets. A market plan must be done to insure return on invested time, labor, material, and overhead—the ingredients for wholesale pricing. Product development and quality control will help generate flexibility and excellence needed for continuing demand. Financial support must be secured, again more likely if crafts are presented as a central part of the economy. Training in organizational, managerial, and business skills and in marketing will enable a group to be independent, not relying on a succession of outside experts.

Women who are well trained, involved in the decision making process, and savvy about business and marketing, especially, can, in effect, be women in development of their economic destiny. The more knowledgeable and independent the group, the less exploited it will be, the more remunerative efforts will be, and crafts can be recognized not as a traditional prison but as a creative, effective springboard out of poverty.

ALAN R. RUBIN, PRESIDENT, PARTNERS OF THE AMERICAS, WASHINGTON, DC

The Partners of the Americas want to commend Senator Percy and the Committee on Foreign Relations for holding this hearing which offers those who are committed to responsible development in the Americas an opportunity to express concerns and hopes for the future role of women in the development process. This hearing also provides a forum to hear what our colleague practitioners have learned in this important past decade and where they think there is work left to do.

Certain directions will promote further the full integration of women into the development process. We want to share four of these with the Foreign Relations Committee and our colleagues.

1. There is enormous energy and creativity in Americans eager to be directed into work that benefits women in our neighboring Americas. Top notch professionals in state extension services, land grant colleges, U.S. development agencies

such as TVA, community educators and health professionals have skills and know-how appropriate to respond to the needs identified by corresponding professionals in the less developed countries south of us in our hemisphere. The strongest possible efforts should be made to engage them in technical assistance professionally and as volunteers.

2. *Women need skills to earn income to buy food and skills to produce it and conserve it as well.*—The needs expressed and most eagerly responded to in Latin American and the Caribbean are for help in food production and preservation and in earning income. The depressing reality of decreasing agricultural production of foods for local consumption and for the poor is well known to all persons involved in development. That women are increasingly responsible for the support of their families as men migrate in search of jobs and as traditional customs break-down under pressure from poverty, migration and urbanization is also well known. Food produced in modern technically advanced agricultural development projects is not available to these women who lack the necessary purchasing power to supply their need in the market place.

Developing food security or self-sufficiency for women who have the sole responsibility for their families is not enough by itself. In the coming decade, the challenge will be to assure adequate food supplies at reasonable costs for the world's population. To meet this challenge, development assistance must be directed to giving technical assistance to small and family food producers in addition to large commercial producers. Women are the management core of family farms. Assistance in production education combined with nutrition education can contribute to reliable and effectively used food supplies where they are needed and to narrowing the gap between future expected supplies and projected needs.

Integrating women into the development process was the focus in the past decade. Now the focus must be on improving women's productive and management capabilities to better serve the needs of their communities, not isolating them as beneficiaries or agents but truly integrating efforts to that end into the larger programs.

4. *Men must be encouraged to work as "women in development" practitioners.*—It is a technical skill and field of development in which men as well as women can make a contribution. Even as women's voices need to be heard where decisions are made, so too must men be heard and seen when the project work is done.

In Partners of the Americas, citizen volunteers in the United States, Latin America and the Caribbean are working together to develop projects that benefit low-income and limited resource women. This work has been greatly aided by a grant from the Office of Women in Development of the U.S. Agency for International Development, and is multiplied many times over by the contributions of skilled volunteers in time and materials donated. The program allows us to integrate women professionals into all Partners' activities as volunteer technicians working with counterparts in the partnerships. We conduct workshops that train volunteers in skills required for project development, support exchanges that bring their projects to reality, provide special training and award seed grants.

In response to need for assistance in food production and nutrition information, partnerships are developing projects in intensive vegetable gardening, appropriate food preservation technology, nutrition education tied to local food production, cooperative marketing, ecologically responsible agriculture, mariculture, rural extension education and manufacturing production groups.

A few examples in brief are:

The Central New York/Trinidad Tobago Partners, to help young mothers becoms more self-sufficient, is teaching women in Syracuse and Trinidad how to raise their own vegetables. They are also learning to silk screen scarfs with Trinidad designs to sell to generate income.

In Minas Gerais, Brazil, a community "canteen" was built and equipped with the help of Minas Gerais/Colorado Partners. It markets manioc, trains members in cheese making and provides schools with lunches.

Partners in the University of Panama and the University of Delaware collaborated on a wide range of food related projects; mariculture of bi-balves in which shore-based community women will have a production role; osmotic-solar dehydration of tropical fruits in family-sized technologies; agricultural extension for small farm families; chicken raising; and beekeeping.

The Yucatan, Mexico/Iowa Partners develop projects to provide food and incoming producing opportunities. In one at Sinanche, women weave hammocks to sell and produce fruits and vegetables for family use.

In the island of St. Vincent, 227 women have learned how to grow, select and prepare nutritious foods through a nutrition education program sponsored by the Long Island, New York/St. Vincent partnership.

These few examples are given to illustrate the work Partners have done to help women meet their family obligations. They demonstrate the importance that Partners of the Americas sees in the role women play in food and agriculture.

Partners of the Americas is a private voluntary technical assistance organization linking citizens of 43 U.S. States and those of 27 Latin American and Caribbean countries in partnership. Each of the 54 partnerships is made up of professionals in a wide range of disciplines, community leaders and other international minded citizens who volunteer their time and skills to carry out practical projects in such areas as agriculture and rural development, community education, rehabilitation and special education, small business development, the arts and culture, health, disaster preparedness and women in development.

In Partners, people can be identified and linked with counterparts of similar interests, professional training and motivation to work together towards their mutual goals. An objective for many of them is to integrate women of the Americas into the development process.

HON. LORET MILLER RUPPE, DIRECTOR, PEACE CORPS, WASHINGTON, DC

Mr. Chairman, Members of the Committee, on behalf of the Volunteers and staff of the Peace Corps I am honored at your request to submit a statement relative to your hearing on Women in Development—or the oft-referred to, Senator Percy amendment.

Although, Senator Percy, you have said, "the amendment was the outgrowth of individual efforts of so many people working to place the role of women in development on the International agenda . . .," the motivating force to make it happen, was you on that late night in the Senate in October 1973.

As we now look back at more than a "decade of experience" since Congress passed the amendment, the Peace Corps is proud of its record, not only of being in the forefront of U.S. Government agencies in its work with Women in Development programs, but of being the first official U.S. agency to recognize the importance of village based appropriate small scale projects and skill building as the necessary base for developing a climate for change which is the key to economic and social development.

The Peace Corps has helped further our own development as a nation by enriching the lives of our own citizens through this person-to-person contact.

PEACE CORPS COMMITMENT

For over two decades the Peace Corps has been providing technical assistance and enabling skills to villages and urban dwellers throughout the developing world. Since 1978 a special emphasis and commitment has been placed on the Women in Development (WID) goals.

Technical consultation and training sessions have been held in 20 countries; a data base on WID was created, four Peace Corps training manuals now include WID initiatives, and two WID handbooks have been printed. The establishment of Women in Development Coordinators now working in most Peace Corps countries, and the training of staff and Volunteers has been a major Peace Corps goal.

In addition, the Peace Corps sponsored the first White House symposium on Women in Development issues. Peace Corps WID program is also an active member of the United Decade Conference on Women Task Force.

The role of women is the key to development in the Third World. The integration of Women in Development into all Peace Corps projects continues to be a vital aspect of our efforts.

THE CHALLENGE

Worldwide, 30 percent of all households are headed by women, in some parts of the world, including Africa, up to 70 percent are headed by women. These households are most likely to have the world's lowest incomes.

Nearly two-thirds of the world's 1 billion illiterates are women. Women make up 50 percent of the world's population; do two-thirds of all the labor, earn one-tenth of the world's income and own less than 1 percent of the world's land.

WHAT ARE WE DOING

What is the Peace Corps doing to improve the standard of life for women and their families in the developing world and bring these women into significant roles of economic production? We are recognizing the problems and challenges, diagnosing the causes and working to correct them, and we are learning from our experiences.

The integration of village women into the forestry projects in Sierra Leone, Gambia, Paraguay, and Ecuador has had a major impact on the program—the projects have become more productive.

Similar success has been realized with Peace Corps fisheries programs. In the Third World, women are the traditional preservers and marketers of fish, when their role was incorporated into the fisheries programs, many more fish reached the markets.

Since the women of the developing world do so much of the agriculture work, we have found that by teaching them new agriculture techniques their families nutrition is improving. In addition, so has the family's economic situation because the women market their excess crops and use the added income to improve their family's living standard.

Peace Corps' WID program Volunteers are working with women all over the developing world in projects designed to meet specific host country needs—projects such as cottage industry knitting programs, carpet-weaving projects, goat raising and marketing, ginger-farming and welding programs. They are also instructing women to prepare business budgets and loan applications.

As Mrs. Chandni Joshi, Chief of the Women's Development section in Nepal says, "It is imperative that women be brought into the planning and implementation of village projects because of their numbers, because they raise the next generation, and because they turn their earnings around and sink it back into raising the standard of living for the whole family." Mrs. Joshi, is in the Ministry of Panchayat, a village level government in Nepal. She oversees women Volunteers in eleven scattered sites.

Peace Corps Volunteers under the direction of Women in Development coordinators are working together around the developing world to not only meet human basic needs, but to initiate programs, requested by host country governments, with goals structured toward surviving today's problems, and helping people in Third World nations to become self-sustaining in the future—helping women to integrate into the national economics of the developing countries.

WID TRAINING

The WID program is an integral and integrated part of all Peace Corps programming, and staff and Volunteer training.

The Peace Corps is emphasizing training of Volunteers and WID coordinators. We are increasing women's access to technology and skills training, and focusing on the needs of the world's most vulnerable poor.

The Peace Corps is ever cognizant of the need to change and improve Volunteer training programs to fully prepare Volunteers to meet the needs of women in developing nations.

WID is not for and by women only, it is not the exploitation of the western feminist. WID is not exclusive. In Peace Corps a specific focus on the integration into development process does not negate the same for all members, of all ages, within a community.

Basic to the Peace Corps' efforts in the developing world are our wonderful Peace Corps Volunteers. The women Volunteers serve as role models that help village women see alternate methods to the "old ways" of production. It is the Peace Corps Volunteers who are the driving force behind Peace Corps. Peace Corps' goal is to involve women as serious partners in development. In training programs and through WID country coordinators, Peace Corps Volunteers are urged to ask, listen and involve Third World women in the consultation process. Third World women are the best authorities about their problems and needs.

BENEFITS FOR PEACE CORPS VOLUNTEERS

These Volunteers live in, by American standards, difficult living conditions, they have high levels of responsibility. The language and cultural development that Volunteers go through help prepare them to be contributing members of our world.

All Volunteers, including women, are provided language training, cross-culture adaptation, technical training and/or orientation. They are exposed to concepts providing skills in community assessment, leadership, group dynamics and motivation, and project design.

Women Returned Peace Corps Volunteers hold responsible positions in government, private industry and in our nation's educational institutions.

THE TOTAL BENEFIT

Through the Peace Corps' WID program and projects, women of the developing world are beginning to work to improve their family's living conditions, to fight hunger, poverty, disease, illiteracy and despair—they are beginning to integrate into village level and national economic development.

Women Peace Corps Volunteers are learning skills, and an even more valuable experience which they bring back to America to share with our citizens—as President Reagan stated so widely, "In helping others develop, we help ourselves."

WID is helping women in the Third World nations to develop—it is helping Americans to develop—but most importantly, in the developing world, WID is the direct avenue to the children—our world's next generation—our world's hope for peace.

HELEN STROW, COORDINATOR, INTERNATIONAL PROGRAMS, AMERICAN HOME ECONOMICS ASSOCIATION, WASHINGTON, DC

IMPORTANT ROLE OF HOME ECONOMICS IN WOMEN IN DEVELOPMENT

The American Home Economics Association (AHEA) appreciates the opportunity to submit this statement regarding future emphasis with efforts of serving Women in Development.

The AHEA has a long history of participation in international activities. Soon after the Association's formal establishment 75 years ago, an international program was initiated, which has continued and expanded during the years. A major effort has been its scholarship program which has provided home economics training to over 275 students from 65 countries. Among its other international efforts are those channeled through the International Federation for Home Economics, an organization with members in 83 countries and programs in literacy, income generation and appropriate technology conducted in Africa, Asia and Latin America. Members have been actively involved in development activities focusing on women in Third World countries through AID; Food and Agricultural Organization of United Nations; Peace Corps; United Nations Economic, Social and Cultural Organization, International Voluntary Services; International Farm Youth Exchange; and many other agencies. These home economists worked at the grassroots level with women and families, at the level where local personnel were trained, and at the governmental level where programs for development were formulated.

Many of the early technical assistance programs of AID and its predecessor agencies, as well as international organizations such as FAO recognized the needs of rural women and included home economists on extension teams and in university programs. The numbers of home economists stationed in Asia, Africa and Latin America reached a peak of over 100 in the early 1960's but as extension type programs were cut, this number decreased. The results of those early efforts remain today. In Africa, for example in 15 of the English speaking countries over 6,000 home economics fieldworkers in extension and/or community development serve rural women. In eight African countries degree or 3-year programs fostered by university faculties of agriculture continue to grow and expand. These university programs provide the training for the leaders of the programs designed to assist rural women.

These 10 years under the "Women in Development Amendment" part of the Foreign Assistance Act have brought results. One important result has been the increased awareness of women's roles and contributions as a part of any society;

secondly there is a new consideration of women's needs in planning and implementing foreign assistance programs. In the United States a great deal has happened. Groups have been organized to examine progress, programs held to instruct, and research is being conducted. On university campuses, groups have focused attention on the needs of LDC women. Conferences such as the AWID conference in October 1983 also helped to clarify objectives, to examine progress, and to plan for future actions. In connection with the national AWID Conference in October 1983, the AHEA International Section sponsored a pre-conference seminar on Home Economics and Women in Development for over 80 home economists from all over the United States.

The Women in Development Office of the Agency for International Development has provided needed leadership, assistance and guidance during this period and the U.N. Voluntary Fund for Women in Development has encouraged and assisted through its funding of many pilot projects. These projects provide needed training for women in developing countries so that they are better able to provide for their families.

An example of this assistance is that given to the International Federation for Home Economics for a project on Income Generation for Rural Women of Latin America. A small grant from the Voluntary Fund made it possible to provide two weeks of training for home economics supervisors of rural extension programs from 12 Latin America countries. At the end of the workshop the supervisors were ready to conduct in-country training for fieldworkers, who will in turn be better able to teach rural women. A new training manual was tested in the workshop and after revision will be available for workshop participants to use in training field staff within the countries. The potential of this training is for reaching around 700 home economics fieldworkers and through them helping at least 100,000 rural women with income generating problems in Latin America.

While much has been done in the past 10 years, there remains still much more to be done. Rural women in many parts of Africa still do a great deal of the physically-hard agricultural work (as high as 90 percent in some countries). They still carry the water for family use, collect the fire wood, care for the family, struggle with the problems of too little food for too many mouths, cope with continual illness, and too many pregnancies. Still they have little voice in community decisions and little opportunity for education or self improvement. As village families crowd into the cities, rural women must continue this coping with old problems, now in a new and more hostile environment.

Rural women need assistance. They need assistance in terms of their needs as the women see them, not necessarily as outsiders see them. It is important to recognize that rural women play many roles and these roles often are intertwined. On the one hand the rural woman has a family and a home to look after—feed, clothe and care for, and on the other hand she is a farmer, or a merchant in the market or maker of some small cottage industry product. The demands on her are great, and difficult decisions between meeting needs of family and activities related to providing food or money to satisfy these needs often physically and emotionally exhausting.

The program needs of rural women are two-fold. They need opportunities to participate as full partners in all programs related to their interests and responsibilities. For example the community and its facilities are of great concern to any rural woman because of her children and therefore she should have an active role in making decisions about it. At the same time, because she has for so long been forgotten and left behind, she needs opportunities to "catch up." She also needs access to education which will provide her with skills and knowledge needed for the particular jobs she performs. For example, in agricultural production she needs a broad understanding of agricultural development and opportunity to participate in decisions related to production. At the same time she will want to learn first hand any new information on how to improve the tasks for which she has traditionally carried responsibility. Thus ways must be found to help her become a part of the decisionmaking and at the same time give her the assistance she needs with daily problems, always remembering that these problems are multiple and interdependent.

Title XII—Famine Prevention and Freedom from Hunger—of the Foreign Assistance Act recognizes the importance of universities, particularly the research and extension arms of the Land Grant Institutions, in furthering development increase food production which will eliminate hunger in Third World Countries. The BIFAD Board continually stresses the need to strengthen both research and extension if the race between population and food production is to be won and the

quality of living for families improved. This is to urge greater research emphasis on the family's use of food, women's involvement in food production and its storage. Also to urge the many efforts to improve the extension delivery systems include the female extension workers already serving rural women, and to recognize the special needs of women farmers and cultural patterns in many countries which require that women gather with women and not men. The home economics extension worker is an essential link to the woman farmer for she is accepted by the rural women and at the same time, as a staff member of the Ministry of Agriculture has direct access to new finding of agricultural research. Through the linking of a U.S. university with a university in LDC's and extension service with extension service under the Title XII program, there is great potential for improving the status of both professional women and rural women.

Home Economists in the United States and in many of the developing countries serving in agricultural universities and the agricultural extension services have experience and knowledge applicable to the agricultural development tasks. If the programs are to adequately focus on the needs of rural women and help to bring them into the mainstream it is important to make use of these resources, both in the United States and developing countries.

In planning future programs it is vital to continue assistance to the universities in developing countries where the future leaders are being trained and where research related to needs of rural women and their families can be conducted. Likewise, it is important to consider the thousands of rural home economists who are employed by ministries of agriculture, rural development, and community development and who regularly meet with rural women and are accepted by the rural women, to find ways of strengthening this link. The acceptance of these rural home economists by their agricultural colleagues makes them a natural and logical channel for up-grading the agricultural expertise of rural women. Many development groups unfortunately do not recognize the strengths of the rural fieldworkers and, seeing only their weakness, seek to establish new networks to reach rural women. This duplication wastes resources already in place. In the end it may result in a new program short-lived and dependent on outsiders, one that collapses when outsiders depart.

Women leaders of programs focused primarily on women such as university deans of home economics faculties, heads of national home economics programs for secondary schools, extension or community development need opportunities for refresher training. They need to meet with peers from other countries to exchange ideas and to share joint training. Frequently conferences and training workshops are organized for male national leaders but rarely for female leaders with similar responsibilities. The continued enrichment of educational programs for students in colleges and high schools as well as nonformal extension programs is dependent on equality of opportunity. While the opportunity to participate in in-service training programs with their male colleagues would be ideal, it rarely happens. With limited opportunities for educational experiences outside a country, men are usually the ones chosen. Therefore more training targeted to women is needed if women are not to fall far behind their male colleagues.

E. T. York, Jr., Chairman, Board for International Food and Agricultural Development, Washington, DC

I commend Senator Percy and the committee members for focusing on future opportunities to bring women more fully into the development process.

Enactment of the Title XII legislation brought into being a formal partnership through which the Agency for International Development (AID) could access the vital human resources available within the Title XII community to assist in its development work abroad.

The Board for International Food and Agricultural Development (BIFAD) has encouraged the full utilization of Title XII women in AID/Title XII projects. I want to take this opportunity to briefly highlight BIFAD's substantial progress in this area and to identify further Women in Development opportunities.

In 1978 and 1980, BIFAD collaborated in major training workshops to help Title XII women become familiar with AID project processes. Similar workshops were repeated on a campus and regional basis using Title XII Strengthening Grant funds. These same funds sponsored Women in Development coordinators and Women in Development courses on campuses. The strengthening grants have

acted synergistically with funds provided by the AID Office in Development to regional university consortia specializing in Women in Development activities.

Through BIFAD's computerized Registry of Institutional Resources, Women in Development professionals and other women in technical areas relating to food, agriculture and nutrition can be easily identified for project needs. Periodically, the Board and its Joint Committee on Agricultural Research and Development (JCARD) examine progress in Women in Development through special presentations at their meetings, and BIFAD staff regularly track this topic. In 1982–1983 alone, one staff member worked with 19 universities on Women in Development issues, and also visited four of the International Agricultural Research Centers (IARC's) to explore ways in which Title XII universities could more fully promote WID issues in their activities.

In 1983, BIFAD and the AID/WID office sponsored a workshop on AID policies and procedures. Over 100 Title XII women attended this workshop, held during the first Association for Women in Development (AWID) Conference, which I had the honor of addressing.

This year all three regional Title XII Seminars had major sessions on Women in Development, focusing on an analytical framework for integrating women into project analysis which the AID/WID Office had funded.

In February 1984, a BIFAD workshop to help prepare U.S. faculty for AID overseas assignments featured three training modules on women in development. These modules were funded by BIFAD and developed by Title XII women around three areas of the AID Policy Paper on Women in Development: agriculture, energy and natural resources, and income opportunities. These slide/tape modules will be available for use on campuses and by AID missions.

We intend to continue giving visibility to women in development in future agendas for BIFAD meetings, regional seminars and other workshops.

In spite of these and other accomplishments, there are still additional means by which BIFAD and the Title XII universities can help AID accomplish its development goals and, in particular, those stated in the Women in Development Policy Paper.

The Title XII Strengthening Grants have been a major vehicle for increasing the capacity of U.S. university men and women to address Women in Development issues overseas. A major evaluation of these grants is now underway and is carefully examining each university's progress in Women in Development. A scope of work for a comprehensive overall review of the program is also being developed. Accomplishments in WID will be a major element. As the strengthening grants evolve into their next stage, Memoranda of Understanding (MOUs), AID's policy on Women in Development will remain a BIFAD concern. Memoranda of Understanding, which focus, for example, on Africa or on small farms, are particularly appropriate for WID elements.

As administrative and program transitions to Memoranda of Understanding take place, we are confident that Title XII and other agricultural offices on campus will recognize the importance of keeping WID specialists fully involved and informed. This will ensure that the WID expertise developed under the strengthening grants remains on tap for the more focused MOU program, but more importantly, it will enhance university capability to include relevant WID aspects in Title XII project design, implementation and evaluation. In their responses to AID's requests for proposals (RFPs), BIFAD encourages Title XII universities to continue to promote, where relevant, those priorities identified in the WID Policy Paper. With this policy paper now in effect, future RFPs and subsequent AID projects should more fully reflect the needs and contributions of women in developing nations.

I will close by offering support, on behalf of BIFAD, to the notion of more equitable and efficient development, through the full utilization of all human resources during this, the 10th anniversary of the Percy Amendment, and those years which lie ahead.